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MANAGING DIVERSITY IN THE UNITED STATES NAVY

by

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March, 1997

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Diversity management has become a strategy used by many organizations and management practitioners in recent years. The goal is to ensure that all people are respected, and valued, and that their talents are fully utilized within the organization. Organizational strategies incorporating total systems change are being used widely to accomplish the objective. This thesis seeks to develop a "managing diversity" program for the Navy. It reviews the approaches used by private and public organizations to manage diversity. This thesis also evaluates new approaches by diversity management practitioners and organizations. It is recommended that the Navy commit to organizational change utilizing a total systems change approach, which affects the individual, interpersonal relationships, the organization's systems, policies and practices, and the culture of the organization. The total system must be addressed to effectively sustain managing diversity in the U.S. Navy.

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MANAGING DIVERSITY IN THE UNITED STATES NAVY

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Submitted in partial fulfillment
of the requirements for the degree of

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ABSTRACT

Diversity management has become a strategy used by many organizations and management practitioners in recent years. The goal is to ensure that all people are respected, and valued, and that their talents are fully utilized within the organization. Organizational strategies incorporating total systems change are being used widely to accomplish the objective. This thesis seeks to develop a "managing diversity" program for the Navy. It reviews the approaches used by private and public organizations to manage diversity. This thesis also evaluates new approaches by diversity management practitioners and organizations. It is recommended that the Navy commit to organizational change utilizing a total systems change approach, which affects the individual, interpersonal relationships, the organization's systems, policies and practices, and the culture of the organization. The total system must be addressed to effectively sustain managing diversity in the U.S. Navy.

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I. INTRODUCTION

A. BACKGROUND

The United States has the most racially and ethnically diverse population in the world. Since the forecasts for population change first appeared in the Hudson Institute study, "Workforce 2000: Work and workers for the 21st century," many organizations have realized that the future workforce will be even more diverse. By the year 2000, new entrants to the workforce will be approximately three-fifths women [Ref.1] and one-third minorities [Ref.2]. In "Workforce 2000," the description of the workforce of the future is summed up in the following statement:

> The cumulative impact of the changing ethnic and racial composition of the labor force will be dramatic. The small net growth of workers will be dominated by women, blacks, and immigrants. White males, thought of only a generation ago as the mainstays of the economy, will comprise only 15 percent of the net additions to the labor force between 1985 and 2000. [Ref.3]

The Department of the Navy (DoN) will be recruiting and hiring from this pool. The DoN is currently a traditional, hierarchial, heterosexual, white-male-dominated organization with its own beliefs, practices, and value system. Raising awareness about individual differences in the organization and how these differences inhibit or enhance the way people work together must be a priority with the changing demographics. Managing diversity affects unit cohesion, organizational effectiveness, and readiness. With the current climate of force reductions and budgetary constraints,

DoN cannot afford a military that limits the full potential and productivity of any individual or group. [Ref.4]

The mission of the U.S. Navy is to protect and defend the shores of the United States and those of its Allies. This mission is accomplished by citizens of the United States who volunteer to serve in the Navy. The volunteers are young men and women from various social, geographic, ethnic, racial, economic, and other groups of society. The United States Navy has struggled for years to obtain the appropriate mix of personnel who will strengthen its mission readiness, effectiveness, and cohesiveness.

Cohesiveness is a key concept in social research. Cohesiveness has been defined as "a tendency for a group to stick together and remain united in the pursuit of its goals and objectives." Commitment to the group task is the critical component or key factor in group cohesiveness. Relationship-oriented (interpersonally-oriented) groups may develop cohesion due to a similarity of values among members, and because members respect each other's point of view. Mutually satisfying relationships, and increased communication among relationship-oriented members can further enhance cohesiveness. [Ref.5]

Groups of diverse composition may require more time and effort, however, to resolve individual differences in perspectives and approaches to problems. Conversely, the differences in perspectives and approaches of such heterogeneous groups may produce more creative decisions, and allow the group to deal more

effectively with complex problems that require critical analysis and innovative solutions. Diversity will not adversely affect cohesiveness if an environment of mutual respect and positive treatment can develop free from group bias. [Ref.6]

Navy personnel must feel that they are important and valued to perform their jobs. When individuals are valued, their performance peaks and their service improves the overall effectiveness of the unit or organization.

Managing diversity may have several goals, but, generally, the goals include valuing and respecting all people, removing advantages and disadvantages in the workplace, and maximizing the full potential of all employees [Ref.7]. Programs to manage diversity in the corporate arena are better established than those in public, organizations. Corporate America typically sees diversity training as a business need, and views diversity itslef as a key competitive advantage [Ref.8]. A 1991 survey by the Conference Board found that 63 percent of the companies responding had diversity training for managers and 39 percent had training for its employees, in general. When asked about their future plans to offer diversity training, the numbers increased to 79 and 65 percent, respectively. [Ref.9] Many organizational and social change practitioners advocate implementing diversity training along with legal, moral, and social responsibility programs in organizations. However, there are some practitioners who promote a "total systems change" approach for managing diversity in organizations. This means looking at the entire organization, not just the

individuals who are part of the organization. The approach posits that the policies, practices, and culture of an organization must be modified to sustain effective change [Ref.10].

B. PURPOSE OF THE STUDY

This thesis addresses managing diversity in the Navy. The purpose of the study is to formulate a plan for the Navy to manage diversity. Currently, the organization is focusing its efforts on increasing the proportion of minorities among officers through its aggressive "12-12-5 initiative." This initiative calls for the racial/ethnic composition of the Navy's officer corps to be: 10-12 percent African-American, 10-12 percent Hispanic, and 4-5 percent Asian-American/Pacific Islander/American Indian/Alaskan. The initiative also expresses concern about the distribution of African-Americans among enlisted ratings and increased Hispanic and Asian-American/Pacific Islander recruiting goals. The expectation is that the minority representation goals will take 20-25 years to be fully achieved. It is important to recognize that recruitment programs alone will not achieve the diversity changes in the composition of the officer corps. Thus, the Navy is also focusing on the retention of minorities as it seeks to achieve a force that reflects society across all ranks, rates, and designators. [Ref.11]

C. SCOPE/METHODOLOGY

This thesis examines private, public, and DoN efforts toward managing

diversity. Various studies and publications are reviewed on the subject of a systems change approach to managing diversity. The thesis discusses the implications of effectively managing diversity in the Navy for improving unit cohesion, effectiveness, and readiness. A comprehensive assessment provides recommendations for a diversity management program for DoN.

D. BENEFIT OF THE STUDY

The potential benefits of an effective diversity management plan are improved morale and increased productivity among individuals who feel valued as members of the Navy's team. Higher levels of retention, productivity, creativity, and innovativeness will enhance problem-solving, a trait that is greatly needed in a combat environment. Subsequently, it is hypothesized that improved levels of unit cohesion, effectiveness, and readiness will be gained. An inclusive environment helps to create feeling of "ownership," loyalty, and respect. [Ref.12]

E. ORGANIZATION OF THE THESIS

This thesis addresses management strategies and education for managing diversity in the Navy. The first chapter presents an introduction to the topic. Chapter II reviews background and historical information. Chapter III defines key terms and provides alternative strategies for managing diversity. Different approaches to diversity are also compared here. Chapter IV assesses different approaches to diversity management in private, public, and Department of Defense (DoD)

organizations. Chapter V presents examples of how organizations actually manage diversity. Chapter VI proposes a specific diversity management training plan for the Navy, utilizing a "total systems change" approach to managing diversity. Finally, Chapter VII contains a summary of results, conclusions, and recommendations for further research.

II. HISTORICAL REVIEW OF MANAGING DIVERSITY IN THE MILITARY

> We hold these Truths to be self-evident, that all Men are created equal, that they are endowed by their Creator with certain unalienable Rights, that among these are Life, Liberty, and the Pursuit of Happiness.
>
> The Declaration of Independence
>
> July 4, 1776

> We the People of the United States, in Order to form a more perfect Union, establish Justice, insure domestic Tranquility, provide for the common defense, promote the general Welfare, and secure the Blessings of Liberty to ourselves and our Posterity.
>
> Preamble, Constitution of the United States
>
> September 17, 1787

A. OVERVIEW

The words of the Declaration of Independence and the Constitution have served the United States for well over 200 years. They are the principal guarantors of democracy, freedom, and equality.

It has been said that the Constitution is "a visible and enduring common bond between the diverse people of this great Nation [Ref.13]." However, some would say

that our nation has not fully realized the premise of its guiding principles. Two hundred and twenty years later, true equality for all Americans has yet to be achieved.

As a nation, much work is left to be done to obtain the intended state of our founding documents, a society free of racism, sexism, prejudice, and discrimination. The United States military is regarded as a leading institution of equal opportunity and an agent of social change. Through its massive size and reach, the military has exercised a great influence on U. S. society, which continues today. [Ref.14]

Since the American Revolutionary War, the issue of diversity in the military has been seen largely as a problem or threat to organizational effectiveness. Thus, most efforts at managing diversity were directed at limiting or controlling the participation of minorities. Quotas or goals were typically established to achieve some desired level of racial, ethnic, or gender composition.

The issue of "who shall serve" has brought confusion and disagreement over the military's use of non-white men and women, generally, for over 200 years. Nevertheless, men and women of all races, from various ethnic backgrounds, have served in the United States armed forces with honor and distinction, in peace and in war. [Ref.15]

B. BLACKS IN THE MILITARY

As Jones and Stigler observes, "Blacks have served in the armed forces under varying degrees of involvement, and often with limiting factors placed upon them"

[Ref.16]. Black participation dates to the earliest days of the republic, when a black slave by the name of Crispus Attucks was the first American "revolutionary" to die in the "Boston Massacre," on March 5, 1770 [Ref.17].

A consistent set of policies and practices regarding the use of Blacks in the military was established within a few decades after the American Revolution. The new policy stated that: 1) Blacks would be enlisted only when a shortage of whites rendered it a necessity of last resort and would be discharged at the conclusion of the conflict; 2) The number of Blacks in the military would be restricted; 3) Blacks would serve in segregated units; 4) Black units would be commanded by White officers, and Blacks under no circumstance would command White soldiers; and 5) Blacks would serve in support capacities [Ref.18]. Many of these policies remained in effect until the signing of Executive Order No. 8802, "Fair Employment Practices Commission," on 25 June 1941, which gave Blacks the right to serve in all branches of the Armed Forces. [Ref.19]

In February 1946, Secretary of the Navy James Forrestal ordered the complete integration of the Navy. The Navy set a precedent for the U.S. military with this initiative. [Ref.20]

Two years later, on July 26, 1948, President Harry S Truman issued Executive Order 9981 , which required "equality of treatment and opportunity for all persons in the Armed Services without regard to race, color, religion or national origin [Ref.21].

Executive Order 9981 did not explicitly require desegregation. However, Secretary of Defense Louis B. Johnson interpreted the order to do so. On April 20, 1949, Johnson ordered the Armed Services to end racial discrimination. [Ref.22]

During the Korean Conflict, Black Americans again served their country well, leaving no doubt that were an important part of the nation's military. The record of racially integrated forces in Korea spoke for itself, and the official policy of racial segregation became a thing of the past. The performance of Blacks on the battlefield gave convincing proof that a totally-integrated military was much more effective than one that separated the races. [Ref.23]

From the Post-Korean years to the Vietnam War to the end of conscription in 1973, the racial friction that plagued the military for so long gradually dissipated. Since the American Revolution, Blacks started and continued a tradition of fighting and dying for their country. They fought for the sake of their country, with great sacrifice, at a time when they were denied full civil rights by the society they sought to protect. [Ref.24]

C. HISPANICS IN THE MILITARY

Soldiers, sailors, and explorers of Spanish origin were among the first Europeans to set foot on the North American continent. The military heritage of Hispanics is a proud part of the European presence in the Americas. [Ref.25]

Approximately 40,000 years ago, the American continent was discovered by

an ancient people. These people migrated over much of what is now considered North and South America, and built civilizations such as the Anasazi (New Mexico), the Maya (Central America), and the Inca (Peru). These people are the ancestors of the various groups we all consider "Hispanic Americans" today. [Ref.26]

The isolation of these people ended in 1492 when an Italian, Christopher Columbus, sailing under Spanish patronage, arrived in the Americas. This began the settlement and exploration of the Americas by those whom we historically recognize as Spanish military personnel--the so called "conquistadors."

The colonial powers in North America (England, Spain, and France) engaged in many wars. During the French and Indian War, Spain ceded its colony in Florida to England. Sensing British failure in the Revolution, France declared war against England in 1778, and war against Spain followed in 1779. The American Revolution was aided on several occasions by Spanish military intervention, and Florida was returned to Spanish control as the price for their support. [Ref.27]

Spain had lost its colonial possessions in America by the time the Civil War broke out in 1861. Mexican-Americans living in the states numbered 27,466, according to the 1860 census. Approximately 10,000 Mexican-Americans divided by the war, joined forces for both the Union and the Confederacy. Unlike Blacks, they served in the regular Army or volunteer units on an integrated basis [Ref.28]. Hispanics also served in the Navy. The most famous Hispanic to serve in the U. S.

Navy was Admiral David G. Farragut, widely regarded as one of the nation's greatest Naval leaders. [Ref.29]

During the Spanish-American War of 1898, it is conceivable that Hispanic sailors went down with the battleship *USS Marine,* when it sank in Havana Harbor. Among the forces sent to Cuba during this conflict were 1,200 men of the 1st U.S. Volunteer Calvary, commonly known as the "Rough Riders." Hispanics served in the Rough Riders and, along with the rest of the American Army and Cuban forces, besieged the Spanish garrison of Santiago. [Ref.30]

Again, Hispanic-Americans served and died for their country during World War I. It cannot be ascertained how many Hispanics served in this conflict. Their participation, however, should not be lost because of the blurred pages of history. [Ref.31]

Between 250,000 and 500,000 Hispanics served in all branches of the Armed Services during World War II, and 53,000 of them were Puerto Ricans. Hispanic participation is difficult to estimate accurately, because they were not in segregated units, with the exception of the 65th Infantry regiment from Puerto Rico. [Ref.32]

Hispanics served in the military during the Korean Conflict, the Vietnam War, and up to the end of conscription. Unlike Black soldiers, Hispanics were not usually placed in segregated units away from Anglo officers. The 65th Infantry regiment, based in Puerto Rico, is a notable exception [Ref.33]. Hispanic-Americans served,

integrated with Anglo Americans, throughout this country's history with honor and distinction.

D. WOMEN IN THE MILITARY

Women have served in and with the Armed Forces of the United States since the very beginnings of the nation. Military participation by women during the American Revolution falls into three categories. First, "Women of the Army" were a distinct branch of the Continental Army that performed duties with artillery units and served as medics. Second, women enlisted as regular troops, and served in combat with the Continental Army. Finally, women were members of local militias and served on warships during this period.

Women performed various roles within the Army and Navy during the nineteenth century. Conflicts over this period include the War of 1812, the Civil War (1861-1865), and the Spanish-American War (1898). The most significant contribution by women during this century was in the field of health care. [Ref.34]

During the Civil War, mortality rates were much higher due to disease than to wounds and injury. Trained medical personnel were in great demand, but trained men were in short supply. The Union Army established the Sanitary Commission, composed mainly of women (with the efforts of Clara Barton) to establish and enforce sanitation procedures. This commission also converted transport ships into the first hospital ships to care for the wounded. The Union Army additionally

recruited and trained 6,000 women as nurses to serve with the Army. When the war ended in 1865, the Army reverted to utilizing enlisted men for patient care in hospitals, and all female nurses were sent home. [Ref.35]

Again, during the Spanish-American War, due to the shortage of male medical corpsmen, Congress authorized the Army and Navy to contract women as nurses, but only as civilians. These nurses served in the United States, overseas (Cuba, Puerto Rico, Hawaii, Japan, China, and the Phillippines), and aboard the Navy's hospital ship, *USS Relief.*

In 1901, the Army Nurse Corps was established by Congress. This was followed by the Navy Nurse Corps in 1908. These nurses' skills and contributions were finally being recognized, but nurses "had no military rank, equal pay, or other benefits of military service [Ref.36]." The precise role of women in the military continued to be an issue.

World War I bought a change in the way women were utilized. The Army and Navy faced manpower shortages in critical combat support occupations. Secretary of the Navy Josephus Daniels, in deciding his solution to the manpower shortage asked, "Is there any law that says a yeoman must b a man?" After consultation with his legal advisors, he determined that the answer was "no". The law did not contain the restrictive word, "male." Therefore, Secretary Daniels gave the order to enlist women in the Naval Reserve as yeoman, stating that the Navy would "have the best

clerical assistance the country can provide." [Ref.37]

Due to a loophole in the Naval Reserve Act of 1916, women were enrolled in the Naval Coastal Defense Reserve in 1917. They were enlisted in the ratings of yeoman and radio electricians. The Marine Corps followed suit by enlisting women to perform clerical duties, replacing men who could be better utilized in the field [Ref.38]. In total, approximately 12,500 female yeoman and 305 women Marines served in the Navy and Marine Corps during World War I. They were the first women to be accorded full military rank and status. The Army was totally opposed to any military status for women. Therefore, women continued to be contracted as civilians for their services to the Army. [Ref.39]

The Army and Navy Nurse Corps continued to establish a reputation for courage and sacrifice, although they still held their quasi-military status. At the end of World War I, all the women who enlisted in the Navy and Marine Corps Reserve were discharged. The military Nurse Corps continued to exist; however, in 1925, the Naval Reserve Act of 1916, which had authorized the Navy to enlist "citizens," was changed to "male citizens," thus restricting female eligibility. [Ref.40]

The Japanese attack on Pearl Harbor in 1941 forced the United States military to face the fact that it had a small force that needed to be expanded rapidly. At this time, women were enlisted in all branches of the Armed Services. In July 1942, the Navy Women Reserve (more commonly referred to as WAVES or Women Accepted

for Volunteer Emergency Service) and the Marine Corps Women's Reserve (known as "Women Marines") were established. In November 1942, the U. S. Coast Guard Women's Reserve was established; and, in 1943, the Army established the Women's Army Corps (WAC). All women who served would now have full military status. In total, approximately 350,000 women served in non-combat roles during World War II. At the end of the war, these women were discharged. [Ref.41]

Public Law 625, the Women's Armed Services' Integration Act of 1948, established a permanent role for women in the Armed Forces. Public Law 625 also imposed quite a few restrictions, one of which was a 2-percent ceiling on the number of women on active duty in each branch of the military. Women would never again be mobilized for service, only to be discharged at the conclusion of a war. [Ref.42]

The Post-World War II era included the Berlin crisis, the Korean War, the Cold War, and the Vietnam War. Women served primarily in medical roles, but also in administrative, communication, training, and logistical occupations.

On August 11, 1951, the Defense Advisory Committee on Women in the Services (DACOWITS) was established by the Secretary of Defense to interpret the role of women in the services to the public and to promote acceptance of military service as a career for women. [Ref.43]

DACOWITS played a vital role in developing and promoting Public Law 90-130 legislation (1967) that removed most of the restrictions that Public Law 625,

"Integration Act of 1948," imposed on women in the military. For example, the 1967 act lifted the 2-percent ceiling on female participation and removed restrictions that prohibited the promotion of women to general or flag officer ranks. [Ref.44]

Military women were involved in the Vietnam Conflict from its inception to the end. Approximately 7,500 women served over the course of the war. As U.S. involvement in Southeast Asia wound down, conscription eventually ended and the All-Volunteer Force (AVF) was born. For the first time in three decades, women and men in the U.S. Armed Forces were all volunteers. [Ref.45]

E. SUMMARY

Women and minority men have served in the military since the revolutionary war. Their presence has brought confusion and disagreement to the military; however, they have served with honor and distinction. The next chapter addresses traditional and new approaches to managing diversity in public and private organizations.

III. WHAT IS MANAGING DIVERSITY?

A. INTRODUCTION

An understanding of how legislation has driven diversity management policy is necessary prior to addressing current initiatives. Private and public organizations have practiced several different approaches to managing diversity in their organizations. Traditional approaches depend on the legal and moral aspects of managing diversity. The new approach emphasizes education, training, the concept of inclusiveness, and the management styles of managers. Key terms are defined and a compared.

B. THE TRADITIONAL APPROACH

Equal Employment Opportunity (EEO) and Affirmative Action (AA) have been the key in helping minorities gain access to and employment in private and public organizations. Equal Employment Opportunity is a general term used in the United States to refer to federal, state, and local laws that prohibit discrimination in any aspect of employment. Traits relevant to job employment that employers may legally use are education, training, experience, and an individual's character [Ref.46]. The basic principles of EEO laws are nondiscrimination in access to jobs and equal treatment in the terms and conditions of employment. There are three federal EEO laws [Ref.47]:

1) Title VII of the Civil Rights Act of 1964, which prohibits discrimination because of race, color, religion, sex, and national origin;

2) Age Discrimination in Employment Act of 1967, which prohibits age discrimination against individuals 40 years or older; and the most recently,

3) Americans with Disabilities Act of 1991, which prohibits discrimination against disabled individuals who are otherwise qualified with reasonable accommodation to perform the essential functions of a job.

Affirmative Action grew out of the civil rights movement of the 1960s when state and federal lawmakers found that individual institutions could not be trusted in guaranteeing people their rights without regard to color or gender. In 1965, President Lyndon Johnson signed Executive Order 11246, which required federal contractors to "take affirmative action to ensure that applicants are employed, and that employees are treated during employment, without regard to their race, color, religion, sex, or national origin." The order calls for contractors to analyze the composition of their workforce, and the effects of their human resource practices on minorities, women, and disabled individuals. If the analysis indicates problem areas, the contractors or employers are obligated to eliminate the problems. The act created two federal agencies, the Equal Employment Opportunity Commission (EEOC) and the Office of Federal Contract Compliance Programs (OFCCP). The OFCCP is responsible for enforcing the law over federal contractors and subcontractors, and the EEOC is

responsible for enforcing the law over federal and private employers. [Ref.48]

In general, affirmative action refers to specific steps that are taken to promote equal opportunity practices and ensure that discrimination will not occur. Its goal is to eliminate nonlegal barriers to equal employment opportunity and ensure that a balanced pool of qualified applicants are interviewed. [Ref.49]

The ways in which the private and public sectors, and the Navy, in particular, have managed diversity are discussed below. Traditionally, the approach has been to manage diversity in the context of legal or moral imperatives [Ref.50].

1. Private Organizations

Affirmative action is the chief and exclusive strategy organizations use for including and assimilating minorities in the corporate sector. The different perspectives organizations use to address diversity have focused on civil rights, women's rights, humanitarianism, and moral and social responsibility. [Ref.51]

Civil rights seek to end discrimination and racism and comply with legal requirements. Women's rights focus on eliminating sexism. Humanitarianism seeks to foster good relations through tolerance, acceptance, and understanding of individual differences. Moral responsibility pursues the concept of "doing the right thing," and the objective of social responsibility is to be a good corporate citizen, managing corporations in a way that benefits society. [Ref.52]

Traditionally, the corporate approach to diversity management has been

assimilation. New hires were expected to adapt in every way to the manner in which the organization did business. Employees who were different were expected to adjust. Here, the organization seeks to minimize complexity by compelling or encouraging its employees to adapt to the dominant group in the organization. Employees either strive to fit in, or they leave. If the employees were willing to assimilate or be molded to the organizational standard, everything was fine. [Ref.53]

The assimilation model was the norm until recently. Assimilation was taken for granted by the manager and the employee. It was assumed that assimilation made good business sense, because it ensured unity and common purpose, and without it corporations would not be profitable [Ref.54]. For the manager, assimilation minimizes or eliminates complexity. The manager articulates the preferred way of "doing business," and works toward fitting everyone to this ideal. [Ref.55]

2. Public, Non-Defense Organizations

This group includes city, state, and federal organizations and agencies. Governments often originate and shape the direction of social change through the passage of laws. Equal employment opportunity and affirmative action have been the primary management tool for diversity in government organizations [Ref.56]. Public institutions must abide by federal legislation such as Executive Order 11246, which places legal and social restrictions on how these organizations operate. Due to these restrictions, it is reasonable to assume that public institutions have had better success

at recruiting a diverse workforce, since they have led the nation in complying with civil rights legislation designed to increase the number of minorities in the workforce. However, retaining that diverse workforce has eluded public, as well as private institutions, particularly at managerial and high-level executive positions. [Ref.57]

"Civil Service 2000," a report commissioned by the U.S. Office of Personnel Management, observed that the federal government is a leader in employing minorities. It recommended a continuation of existing government policies, primarily affirmative action, as the appropriate policy for dealing with the changing nature of the workforce in government. The report did not suggest the exploration of alternative approaches to diversity management.

Again, the rule of thumb for managing diversity among employees is assimilation. Assimilation is the dominant approach to differences and diversity across all kinds of dimensions. Minority employees are required to learn to "fit in." It is prominent in large bureaucracies such as the federal government. [Ref.58]

Yet, assimilation is essential to all organizations. Once an organization's leadership and management have established valid organizational and job specific requirements, the organization must foster a climate of conformity to achieve its requirements. This is primarily done through assimilation. The challenge for organizations is the inappropriate use of assimilation in and of itself. Inappropriate use of assimilation over issues not important to the organization's environment,

include adherence to certain traditions, practices, and personal preferences not essential to the organization's environment. [Ref.59]

Unfortunately, federal, state, and local governments and agencies are operating in a time of expanding requirements and shrinking resources. No public institution can continue to insist on ineffective past practices. It is time to investigate new ideas.

3. Department of the Navy

The Navy has several policies that form the foundation of how it manages diversity. The DoD Human Goals Charter, originally issued in 1969 and last updated in 1990, is the cornerstone of the Navy's policies and a statement of the rights, worth, and dignity of every individual. The charter reaffirms the commitment of DoD to fair treatment of all personnel. The Navy's Equal Opportunity Program and the Navy's Affirmative Action Plan (NAAP) are evolutionary products of the charter. [Ref.60]

The Navy's Equal Opportunity Program was first implemented in 1974. Its purpose is to counter racism, sexism, and provide equal opportunity to all personnel. The program prescribes policies and guidance to personnel to ensure an environment of equal opportunity. Responsibility is placed at the command level to counter discriminatory practices, to develop unit policies, and to train personnel on the fair treatment of all Navy members. This is accomplished by the Command Managed Equal Opportunity (CMEO) program that is required of all commands. [Ref.61]

The CMEO program is a management system that embodies the key elements

of "total quality leadership" in its use of command-specific data, analysis, process improvement, planning, and feedback. The program is responsible for providing an environment free of discrimination and sexual harassment, which is essential to achieving and maintaining mission readiness. Commanding officers are responsible through this program for fostering a command climate and work environment free of discriminatory policies and practices [Ref.62]. The CMEO program is utilized to ensure that equal opportunity is a reality in all commands. [Ref.63]

Another policy, the Navy's Affirmative Action Plan (NAAP), identifies functional areas that should be specifically addressed to achieve or ensure a demographically balanced Navy, fair and equal treatment, upward and lateral mobility, and freedom from discrimination and sexual harassment for all personnel. The functional areas are command composition, recruiting and accessions, augmentation and retention, professional military education, assignments of personnel, training and education, discipline of personnel, separations, utilization of skills, Equal Opportunity climate, promotions, and discrimination and sexual harassment complaints. The NAAP is continually monitored, assessed, and updated by comparing the statistical trends in each category. [Ref.64]

4. Summary

The workforce of the past was more homogeneous. Employees who were different were either assimilated into the workplace, isolated, or just ignored. This

homogeneous work group had a high degree of similarity, and a prevalence of commonly-held beliefs and values about topics such as employment, gender, minorities, age, authority, and family. [Ref.65]

Assimilation is an approach used by all organizations. Today, employees are less willing to be assimilated. Employees want to be a member of the team, but only if they can do so without compromising their uniqueness. The literature does not suggest the elimination of all assimilation. Most practitioners agree that a certain level of assimilation is necessary; some willingness to adapt to an organization's culture will always be required. Employees being assimilated are not comfortable. Forcing assimilation on everyone can hlod back workers from realizing their full potential. Instead of being innovative and creative, the focus is on doing what is expected, accommodating the norm, or playing it safe. Assimilation thus tends to be stifling and unproductive. Employees may end up complaining: "Don't assimilate me. Don't dilute my strengths." [Ref.66]

C. THE NEW APPROACH

Since the 1987 publication of "Workforce 2000" by the Hudson Institute, there has been a significant increase by organizations in workforce diversity. "Workforce 2000" identifies four key trends for the end of the twentieth century. Those four trends are: 1) the American economy should grow at a relatively healthy pace; 2) U.S. manufacturing will be a much smaller share of the economy in the year 2000; 3) the

workforce will grow slowly, becoming more female, and more disadvantaged; and 4) the new jobs in service industries will demand much higher skill levels. These trends have raised six issues that policy makers must find a way to address: 1) stimulate balanced world growth; 2) accelerate productivity increases in service industries; 3) maintain the dynamism of an aging workforce; 4) reconcile the conflicting needs of women, work, and families; 5) integrate Black and Hispanic workers fully into the economy and 6) improve the educational preparation of all workers. [Ref.67]

The achievement of competitive advantage in the twenty-first century will require the development and implementation of a comprehensive human resources strategy that addresses the needs of America's changing workforce. For most organizations, this represents a significant change from existing diversity management practices. [Ref.68]

The interest in how to manage diversity has created an industry on the subject. Practitioners in the diversity field have several different terms to describe their work: managing diversity, managing cultural diversity, diversity training, valuing diversity, valuing difference, multicultural awareness, diversity awareness, and awareness education. For clarification, key terms are defined below.

1. Affirmative Action

Affirmative action is discussed above from the limited perspective of a federal legislative requirement placed on organizations. In the framework of managing

diversity, affirmative action has a wider connotation. First, affirmative action has produced results to some extent. Larger numbers of women and minorities are recruited by companies. However, women and minorities are disproportionately clustered at the bottom of these organizations. This phenomenon is more commonly referred to as the "glass ceiling" for women and "premature plateauing" for minorities. [Ref.69]

Affirmative action creates a cycle of crisis, problem recognition, action, great expectations, disappointment, dormancy, and renewed crisis. The cycle begins with recognition of a problem, or a crisis, such as excessive turnover. The initial affirmative action remedy is recruitment. Recruitment is often used to solve human resource problems in organizations. Following the recruitment period, everyone experiences a period of high expectations. However, the new hire did not necessarily solve the original problem. The new hire does not meet expectations, and non-minorities complain about preferential treatment or reverse discrimination. The original problem still exists, and dormancy sets in. Affirmative action is placed on the back burner until another crisis arises, then the cycle repeats itself.

Affirmative action was not intended to be a permanent tool to assist minorities. Its intent was to fulfill a legal, moral, and social responsibility by initiating "special" efforts to ensure the creation of a diverse workforce and encourage upward mobility for women and minorities [Ref.70]. The corrective intent of affirmative action has

failed because it does not address existing organizational cultures that must be changed for the system to work naturally for everyone. [Ref.71]

EEO and affirmative action policies are important steps in opening the workplace to diversity. Taken alone, however, they do not create conditions that capitalize on the full potential of workforce heterogeneity. EEO and affirmative-action policies are limited; and these policies are often perceived as punitive in practice. Another impetus is needed to effectively respond to the dynamics of diversity in the workforce. An action-oriented approach is being used and is referred to as valuing and managing diversity. [Ref.72]

2. Diversity

Defining diversity affects the way in which it is perceived and what strategies will be developed by the organization to manage it. R. Roosevelt Thomas provides the following broad definition: "Diversity refers to any mixture of items characterized by differences and similarities." That is, diversity is not synonymous with differences. In fact, it encompasses both differences and similarities. It refers to the collective (all-inclusive) mixture of differences and similarities along a given dimension. The component elements in diversity mixtures can vary, so a discussion of diversity must specify the dimensions in question. [Ref.73]

Experiencing diversity in the workplace can be a shock. Diversity means that people of different cultural, functional, and historical backgrounds are not always

going to act the way one may expect. If organizations are unprepared for diversity, misunderstandings, frustration, and bad-decision making can result. [Ref.74]

The components of diversity are cultural, functional, and historical. Culturally, we may vary with respect to gender, age, ethnicity, race, sexual orientation, educational background, religion, physical/mental ability, life experiences, lifestyle, immigrant status, language facility, and social class. Functionally, we may vary in the ways we think, learn, process information, respond to authority, show respect, or reach agreements. Historically, we also vary in our family make-up, perspective, political outlook, and intergroup relationships. With so many differences, promoting teamwork in organizations can become quite a challenge. [Ref.75]

In acknowledging and thinking about these differences, taking advantage of these differences, and creating environments that welcome and encourage the benefits of the differences, we can effectively begin to manage diversity. [Ref.76]

3. Valuing Differences

This term usually refers to a collection of activities that organizations use to encourage awareness of and respect for diversity in the workplace. Valuing difference is geared toward the individual and interpersonal level. It focuses on the ways that men, women, and minorities reflect differences in values, attitudes, behavior styles, ways of thinking, and cultural background. Valuing differences

assumes that undesirable behavior derives from a lack of awareness and understanding. Companies with a strong moral perspective are drawn to approaches of valuing difference. [Ref.77]

4. Valuing Diversity

Valuing diversity means being responsive to a wide range of people unlike oneself. Valuing diversity involves going beyond the Golden Rule of treating others as you wish to be treated yourself. It invokes a higher behavior, one that is receiver-centered rather than self-centered. One must set aside his or her own perspective or personal filter to truly see others for who they are. It requires one to acknowledge that other people's standards and values are as valid as one's own. This definition may seem simple, but well-intentioned individuals and organizations have difficulty seeing the self-centered judgments they make about others. Quite often, it is difficult to see beyond oneself, because people have become accustomed to doing so for so long. [Ref.78]

5. Managing Diversity

As Thomas writes, "Managing diversity is a comprehensive managerial process for developing an environment that works for all employees [Ref.79]." Managing diversity is a relatively new approach. Defining the approach as a process highlights its evolutionary nature. It allows organizations to develop steps for generating a natural capability to tap the potential of all employees. It requires changing the

system and modifying the core culture. [Ref.80]

Managing diversity expands the notion of valuing diversity by implementing initiatives at all levels in an organization. Managing diversity means managing in a way that maximizes the potential benefits of diversity and minimizes the potential disadvantages. [Ref.81]

D. A COMPARATIVE ANALYSIS

As stated earlier, the three components of diversity management include EEO/AA, valuing diversity, and managing diversity. The terms alone may be confusing, and how organizations implement diversity management vary, utilizing one or any combination of the three. Thomas suggests that these three components are needed to change the underlying cultures of organizations and allow them to be supportive of managing diversity [Ref.82]. Table 3-1 shows a comparison of the components by their goals, motives, primary focuses and benefits, and challenges. The comparison of components provide a better understanding of managing diversity and the programs that preceded it. [Ref.83]

Table 3-1 is a helpful in comparing the goals, motives, focuses, and challenges of the three approaches. Affirmative action and valuing differences helps to create a diverse work force. Managing diversity addresses putting principles into practice. Affirmative action emphasizes the upward mobility of minorities, while valuing difference establishes interpersonal relationships, and the goal of managing diversity

Table 3-1. A Comparison of Affirmative Action, Valuing Differences, and Managing Diversity.

Variables	Affirmative Action	Valuing Differences	Managing Diversity
Goal	Creation of a diverse workforce Upward mobility for minorities and women	Creation of a diverse workforce Establishment of quality interpersonal relationships	Management of a diverse workforce Full utilization of human resources
Motive (Primary)	Legal, moral and social responsibility	Exploitation of "richness" that can flow from diversity	Attainment of competitive advantage
Primary Focus	Acting affirmatively "Special" efforts	Understanding, respecting and valuing differences among various groups in the context of the business enterprise	Managing (creating an environment appropriate for full utilization of a diverse workforce-emphasis on culture and systems.) Includes white males
Benefits (Primary)	Creation of a diverse workforce Upward mobility for minorities and women	Mutual respect among groups Creation of a diverse workforce Upward mobility for minorities and women Greater receptivity of affirmative action	Enhanced overall management capability Natural creation of a diverse workforce Natural upward mobility for minorities and women Competitive advantage for companies moving forward on the vanguard Escape from frustrating cycle
Challenges	Artificial Creates own backlash Requires continuous, intense commitment Cyclical benefits	Emphasis on inter-personal relations Low emphasis on systems and culture Low emphasis on "management" Cyclical benefits	Requires long-term commitment Requires mind set shift Requires modified definition of leadership and management Requires mutual adaptation by company and individual Requires systems changes

Source: The American Institute for Managing Diversity, Inc. Beyond Race and Gender: Unleashing the Power of Your Total Work Force by Managing Diversity, (Atlanta: American Management Association, 1989), p. 35.

is the full utilization of human resources.

The motives of the three approaches range from a legal and moral perspective for affirmative action, exploitations of richness from diversity for valuing differences, and the attainment of competitive advantage for managing diversity. The benefits of all three approaches include the creation of a diverse work force, and the natural upward mobility of minorities. Managing diversity also focuses on competitive advantage.

It is interesting to note the differences in the challenges of each approach. Affirmative action is an artificial and cyclical program; it creates its own backlash; and it requires continuous commitment. Valuing difference places its entire emphasis on interpersonal relations. Managing diversity is a long-term managerial commitment that requires a systems change at three levels: the individual, interpersona relationships, and within the organization as a whole.

Diversity management addresses diversity from various dimensions of the workforce. The approaches organizations have taken to diversity management have developed over the years from the legal and moral aspects of equal employment opportunity and affirmative action to valuing difference and diversity, and managing diversity. Organizations, both private and public, have initiated valuing difference programs that emphasize training and education skills to help employees value and respect one another. Managing diversity is the newest approach to diversity

management. It is a process for addressing workforce diversity through a systems change approach, and mutual adaptation at the individual, interpersonal, and organizational level.

IV. DIFFERENT APPROACHES TO DIVERSITY MANAGEMENT

In this study, the term "managing diversity" is used to encompass the entire system of change for the individual: interpersonal, intrapersonal, and organizational. Several different approaches to diversity management were studied. The focus is on approaches that address a total systems change.

The total systems approach is a process that involves long-term, multi-year, planned organizational change, and that focuses on the organization in its entirety. The process looks at the individual, interpersonal relationships, organizational practices, formal and informal policies, and the organization's culture. Three approaches that utilize a total systems change approach to diversity management include: 1) Multicultural Organizational Development, 2) Creating High Performing Inclusive Organizations, and 3) Managing Diversity. Limited information about the effectiveness of these approaches is available, since applying a total systems change approach to diversity management is a fairly new practice. All of these methods utilize traditional organizational development work to promote effective diversity management in organizations, and they require a long-term commitment for success.

A. MULTICULTURAL ORGANIZATIONAL DEVELOPMENT

The Multicultural Organizational Development (MCOD) approach is a model used by New Perspectives, Inc., located in Amherst, Massachusetts [Ref.84]. Its

president and vice-president are Bailey W. Jackson and Rita Hardiman, respectively. They are also the co-founders of the organization.

Jackson and Hardiman speak about their vision for MCOD in terms of "health" and "goodness." They work with organizations to establish what the organization wants or needs to change, as well as what the organization does not want. They help create a clear vision of the processes an organization wishes to work toward. Hardiman adds that their intent is to help organizations to learn and see themselves, to become conscious learning systems that promote their own organizational change and renewal toward their vision of a multicultural organization. Their aim is to create multicultural organizations (MCO) that consist of two components. [Ref.85]

The first component embraces four visions: 1) Social Justice, elimination of all forms of social oppression; 2) Social Diversity, drawing on and respecting the contributions of different groups; 3) Social Inclusion, the perspectives and cultures of diverse groups positively influencing decision-making in the organization; and 4) Social Responsibility, the organization fighting against injustice and being an advocate of diversity. [Ref.86]

The second component consists of three "thrusts" and specific strategies that an organization employs to become a mature MCO. The first "thrust," Multicultural Support Activities, establishes a foundation on which to build a systems change approach and creates an environment receptive to diversity. The second "thrust,"

Multicultural Leadership Development, is a process that develops the leadership skills of the members of the organization. And the third "thrust," Multicultural Systems Change Process, is an integration of the feedback process and change strategies that are effective. Jackson and Hardiman's model is constantly evolving. They indicate that "the MCOD process is a journey, not an end." [Ref.87]

The term "Multicultural Organizational Development" (MCOD) is a descriptor for the megamodel, which an organizational and social change model with a specific diagnostic tool that Jackson and Hardiman employ in their change process. The model is depicted in Table 4-1.

Table 4-1. Multi-cultural Organizational Development Model

COMPONENT I

1. Social Justice
2. Social Diversity
3. Social Inclusion
4. Social Responsibility

COMPONENT II

Thrust 1: Multi cultural Support Activities

Strategy A	Multi cultural Orientation Session
Strategy B	Multi cultural Workshops and Seminars
Strategy C	Multi cultural Events
Strategy D	Multi cultural Public Affirmations
Strategy E	Fact Finding

Thrust 2: Multi cultural Leadership Development

Strategy A	Personal Awareness
Strategy B	Organizational Importance
Strategy C	Multi cultural Vision, Mission, and Value Statements
Strategy D	Support of all Multi cultural Activities
Strategy E	Role Modeling

Thrust 3: Multi cultural Systems Change Process

Strategy A	Multi cultural Change Team
Strategy B	Multi cultural Assessment
Strategy C	Multi cultural Change Plan Development
Strategy D	Multi cultural Program Implementation
Strategy E	Multi cultural Program Evaluation

Source: Ann E. Driscoll, Case studies of a select group of organizational and social change practitioners who utilize a total systems change approach to address social diversity and social justice issues in organizations, (University of Massachusetts, 1993), Dissertation, 145-176.

Thrust I, Multicultural Support Activities, is designed to establish a sturdy foundation upon which to build a larger systems change process and to create an environment that is conducive for attending to the social diversity and social justice agenda in the organization. Orientation sessions raise awareness of what is considered appropriate and inappropriate behavior. Workshops and seminars are training sessions that take the orientation work to another level. Mulitcultural events can be a company potluck, or a special guest speaker, aimed at providing a "teachable moment." Public affirmations and fact-finding are self-defined. Multicultural support activities are designed to establish a climate in the organization for a level of awareness. Its emphasis is on consciousness-raising activities. [Ref.88]

Thrust II, Multicultural Leadership Development is the development of the organizational members' leadership. This helps the leadership understand and buy-in to the concept of a multicultural organization. Personal awareness is basic awareness education geared toward an organization's leadership to create "ownership." Organizational importance helps the leadership develop abilities to speak publicly about the relationship between the organization's objectives and social diversity and justice. Jackson and Hardiman also assist the leadership in developing statements that establish the organization's vision, mission, and values. All three statements help to disseminate diversity information throughout the organization.

Support from the leadership of multicultural activities in the diversity initiative

is important. The leadership can use its organizational power and authority to support the organization's diversity agenda. Finally, the leaders become role models for the entire organization. The new values and behaviors acquired by their own personal awareness work must be evident in the way they perform in their organizations on a daily basis. Multicultural Leadership Development is about acquiring, developing, and demonstrating ownership in the organization's social diversity and justice agendas by the leader. [Ref.89]

Thrust III, the Multicultural Systems Change Process, is an integration of survey feedback processes and multicultural change strategies. A multicultural change team is created from a cross-section of individuals in the organization. The team's responsibility is for creating internal change in the organization. An assessment of the organization is conducted to determine what the organization is doing. After the assessment is completed, a multicultural change plan is developed for the organization. Implementation and evaluation get the change plan underway and appraise the process and the impact of the change plan on the organization. [Ref.90]

Jackson and Hardiman's MCOD model assumes that organizations implementing change will need to cycle through the multicultural systems change process several times. They estimate that it will take a minimum of 18-24 months for the organization to cycle through the process. [Ref.91]

B. HIGH-PERFORMING, INCLUSIVE ORGANIZATIONS

The Kaleel Jamison Consulting Group, Inc., headquartered in Cincinnati, Ohio, is a strategic cultural change and management consulting firm specializing in creating and maintaining what they categorize as High Performing Inclusive Organizations (HPIOs). The president is Frederick A. Miller, and the vice presidents are Judith H. Katz, and Catherine S. Butaine. These practitioners believe that inclusive organizations represent new frontiers where individuals are valued for the contributions they are able to make as a result of their diversity. In return, organizations that learn to utilize diversity become better organizations. [Ref.92]

The change methodology these practitioners utilize is grounded in traditional organizational development (OD) interventions. An appropriate commitment from top leadership is required prior to initiating a strategic cultural change effort. The three phases of the strategic change include gathering data about the organization, developing strategies for change, and implementing the change process. The three phases are also grounded in classic organizational development interventions. [Ref.93]

Phase 1 of the change process involves data collection, analysis, diagnosis, and feedback. During the data collection phase, information is gathered about the status of diversity, justice, and high performance in the organization. These data are gathered by means of written questionnaires, oral interviews, and homogeneous focus

groups. The type of data collected reflects demographic information as well as verification that "group think" has not occurred. Interviews are created in a safe setting in which individuals can share experiences and perceptions within their organization. [Ref.94]

Data analysis and diagnosis identify key themes to the organization and specific groups within the organization. A clear baseline is produced of understanding and describing the organization's culture. The organization's vision, mission, and strategic direction are also examined. [Ref.95]

The final step in phase 1 is the feedback of raw data, emergent themes, and the consultants' recommendations. Feedback on themes that emerge from the data, key issues facing the organization, and recommendations are provided to the leadership in a feedback and planning session. The leadership is then responsible for disseminating the information to members of the rank and file. [Ref.96]

Phase 2 involves the four tasks of awareness education of top leadership, development of a clear business connection to the diversity agenda, development of a vision of the organization as an HPIO, and development of a strategic plan for enacting that vision. The first step in phase 2 is leadership education. The leadership education process ensures that everyone in the organization is included in the change process. Everyone in the organization is provided a means to be involved in the change process by participating in awareness education. The education process takes

12-18 months to complete. [Ref.97]

The second step of phase 2 is development of a business case. At this stage in the process, an organization is ready for change. A diverse leadership group is created to develop a vision, strategic plan, and clear business connection to the organization's diversity agenda and path to becoming a HPIO. This strategy clarifies the connection between development of an inclusive workplace and achieving a high performing organization. [Ref.98]

Development of a vision and a strategic plan for implementing the vision is the last step of phase 2. The vision and strategic plan help persuade members of the organization of the importance of becoming a HPIO.

Phase 3 entails the implementation of an education process for the total organization and actual systems change, including monitoring, adjusting, and evaluating. Two objectives of this phase are to heighten awareness of systemic barriers and increase the kinds of skills necessary for functioning in a HPIO. The education process is neither punitive or guilt producing, rather, it seeks to uncover the value of all people. [Ref.99]

The final task is implementation of actual systems change, including monitoring and evaluating of processes and making adjustments as needed. The culture, policies, and individual awareness and skills are targeted in the change process. Miller, Katz, and Butaine think of their strategic cultural change process as

a means for organizations to "learn how to learn." [Ref.100]

C. MANAGING DIVERSITY

R. Roosevelt Thomas, Jr. is the founder and president of The American Institute for Managing Diversity, located at Morehouse College in Atlanta, Georgia. It is a research and education enterprise whose objective is to foster effective management of employee diversity in organizations.

Managing Diversity is the process of creating and maintaining an environment that enables all organizational participants to reach their full potential in pursuit of the organization's objectives. It is a two-fold approach that focuses on management and the organization's culture. [Ref.101]

The first part of Thomas' approach focuses on changing management to empower subordinates. A mind-set shift from managers is necessary for implementing the managing diversity approach. Managers must be changed from seeing themselves as "super-doers," or the center of the action. "Doer" managers are a barrier to managing diversity, because their management style discourages acceptance of diversity. They seek employees who can "clone" their behavior to match the manager's own behavior. [Ref.102]

The management style compatible with managing diversity is the "empowerment model." The empowerment model defines the task of managing as enabling employees to behave in ways required to achieve business objectives. There

is no divergence between business and "people" issues. The empowerment of employees is directly linked or integrated into the organization's objectives. In the empowerment model, managing is the priority, and doing the work is secondary. Empowerment managers are more concerned with whether they have done everything to fully enable their employees to perform their tasks. [Ref.103]

Thomas also suggests that, even though changing the management style of managers is important, it will not create long-term change by itself. Managing Diversity requires a direct focus on culture. The systems and culture of the organization must be examined and changed to create an environment that allows all employees to meet their potential for productivity. [Ref.104].

Culture change is a long-term process. Thomas believes that it will take 15-20 years of consistent and conscientious efforts before cultural change becomes naturally sustainable. The "bottom line" for managing diversity is the full utilization of all people. [Ref.105]

The Managing Diversity process involves seven steps. An organization does not necessarily have to go through the steps sequentially. Organizations may cycle through the steps several times. Thomas emphasizes that Managing Diversity is in its developmental stage, and the research on the implementation process is ongoing.

Implementation begins with awareness education. The goal is to help employees understand how Managing Diversity works and why it can be beneficial

to their organization. Particular emphasis is placed on the leadership of organizations, who must, understand the characteristics of managing diversity and the "way of life" change that is involved. This step helps employees understand how the approach works and why it would be beneficial to their organization. [Ref.106]

The second step is a cultural audit to uncover assumptions in the organization by soliciting and reviewing information from employees. This is accomplished by conducting interviews, focus groups, and surveys. The audit helps uncover assumptions in the organization by soliciting and reviewing information from members of the organization. From this information, one can assess the systems and practices that have orginated from the assumptions. One can then determine whether the culture and the systems support or hinder instituting a managing diversity approach. [Ref.107]

The third step, awareness education, educates employees and advocates the mind-set shifts necessary for managing diversity. This education is customized for the specific organization by incorporating findings of the cultural audit. It focuses on securing a broad-based "buy-in" throughout the entire organization by all its personnel. [Ref.108]

The fourth step, Planning Facilitation, links diversity management to organizational initiatives such as total quality management or strategic planning. A vision statement is created for the organization, implementing diversity management

during this step. [Ref.109]

In the fifth step, Coaching, senior management articulates and supports the new assumptions of diversity management, which are the beginnings of cultural change in an organization.

The sixth step, Organizational Systems Modification, changes the organizational systems, practices, and policies to support the new behaviors and organizational culture.

The last step, Skills-Based Training, is designed to assist employees in changing their behaviors to align with the changes in the culture and systems. Managers are trained to change their managerial style. Employees are trained to improve their interpersonal relationships. [Ref.110]

D. SUMMARY

Each of the approaches described above takes a "total systems change" approach to addressing the burdens that limit employees and their performance in organizations. Each approach recognizes that all components of organizational systems are interconnected and, thus, all must be addressed in an organizational change effort. Additionally, each approach emphasizes the importance for organizations to recognize that this change requires a long-term commitment, which may take as long as 20 years. Other approaches used in the private sector, public non-defense sector, and DoN are discussed in the next chapter.

V. HOW ORGANIZATIONS MANAGE DIVERSITY

A. PRIVATE SECTOR ORGANIZATIONS

Corporations have led the way in the field of diversity management. Most companies have identified diversity as a business imperative [Ref.111]. A March 1995 survey by the Society for Human Resources Management found that 70 percent of Fortune 500 companies had diversity programs. The same participants in this study strongly emphasized that diversity must be "inclusive" [Ref.112]. The main goal of corporations with respect to diversity, according to Taylor Cox, Jr., is "to create a climate where group identities do not inhibit any employee's ability to contribute to organizational goals or achieve personal career goals. At the same time, the potential benefits of diversity are used to the organization's competitive advantage." [Ref.113]

There is a lack of information on the actual impact of managing diversity in corporations, primarily due to the amount of time (15-20 years) it takes for diversity initiatives utilizing a systems approach to affect an organization. Despite this lack of information, corporate initiatives for managing diversity are being instituted. They are driven by five implications for business success. The five implications, ranked in order of importance, are: 1) an increasingly diverse customer base looking for marketing service and sales of products; 2) the value of global diversity with respect

to marketing, operations, and issues; 3) how diversity increases productivity and its contingency upon the full utilization of all employees; 4) changing national workforce demographic trends; and 5) the changing internal organizational workforce demographic trends. [Ref.114]

An increasingly diverse customer base is looking for marketing, service, and sales of products that suit their individual tastes, needs, and styles. If these customers do not feel respected and listened to, they will take their business elsewhere. [Ref.115]

As to Bob Lattimer of Towers Perrin observes:

> The typical consumer is radically changing. Today women spend 85 percent of the consumer dollar. Older Americans now control more than 50 percent of all discretionary income and spend more than $800 billion annually. By the year, 2000, African-Americans, Hispanics, and Asian-Americans will have an annual spending power of $600 billion. [Ref.116]

Diversity initiatives and effective management have the potential to produce the best marketing strategies.

Global diversity issues affect the marketing and operations of international companies. These corporations must become "corporate citizens" of the nations in which they operate. They must become knowledgeable of the cultural implications of the history, foreign affairs, government, and the people of these countries. [Ref.117]

Productivity gains from effective diversity management are difficult to

measure. Measuring human productivity is complex at best, and, since diversity management is a fairly new management tool, there is not much concrete data available to review. Many businesses are supporting the imperative that the full utilization of all employees will increase productivity, implying that not all employees are currently being fully utilized.

Also driving the implementation of diversity initiatives is the assumption that employees who feel that they are members of "the team" are more inclined to contribute ideas and solutions, express creativity, seek challenges, and assume leadership responsibility. Failure to achieve effective diversity can result in lower employee satisfaction, lack of commitment to the organization, high turnover, absenteeism, less creativity and innovation, inefficient communication, lower quality of products, and lower worker productivity. [Ref.118]

Heightened creativity and problem-solving are acknowledged as assets of diverse work groups or teams that boost productivity. Research suggests that heterogeneous teams are more creative and better problem-solvers. Diversity alone and by itself, however, does not result in better problem-solving and creativity; but, well-managed diversity can. Each member of a diverse workforce will bring a unique set of assets and perspectives to the organization. Individuals who have different experiences may think in different ways, and thus create different solutions to problems. By sharing these different skills and experiences, everyone becomes more

knowledgeable and enriched. Diverse groups require guidance and balance among their members, the same dynamics necessary for homogeneous groups. A core of similarity among group members is desirable--members must share some common values and norms to promote coherent actions toward organizational goals. [Ref.119]

The changing composition of the workforce leads to the conclusion that organizations will not be the homogeneous units of the past. National demographics provide a strong argument for diversity initiatives in companies. More women, minorities, immigrants, older workers, dual-earner families, and single-parent families are very real issues that can have an immediate impact for businesses. [Ref.120]

Internal demographics help to identify key internal issues unique and specific to the organization. Examples of internal diverse representation over time demonstrate the impact of external demographic trends, affirmative action, and internal corporate diversity initiatives designed to increase representation and enhance the contribution of minorities throughout the organization. These programs help corporations recruit the best people, retain them, and reduce costly turnover and litigation. [Ref.121]

The introduction of a diverse workforce can also increase the probability of conflict. As awareness is raised, complaints may increase. Inclusion increases complexity, as well a conflict.

Managing diversity has become a priority for U.S. corporations. About half

of all Fortune 500 firms now have diversity managers, and others are considering such positions [Ref.122]. The corporate experience of three companies Avon, Proctor and Gamble, and Xerox are profiled below to show how they are incorporating diversity initiatives.

1. Avon

Like many other companies, Avon practiced affirmative action in the 1970s and was not pleased with the results. The company worked with employment agencies that specialized in finding qualified minority hires and it cultivated contacts with Black and minority organizations on college campuses. Avon wanted to see its customer base reflected in this workforce, especially at the decision-making level. But, while women moved up the corporate ladder fairly briskly, not so surprising in a company whose workforce is mostly female, minorities did not. So, in 1984, the company began to change its policies and practices. [Ref.123] "We really wanted to get out of the numbers game," says Marcia Worthing, the corporate vice president for human resources. "We felt it was more important to have five minority people tied into the decision-making process than ten who were just heads to count." [Ref.124]

Avon implemented served initiatives. Awareness training was introduced at all levels. Avon discovered that the key to retaining and promoting minorities lies with line management, and not with the personnel department. A Multicultural Participation Council was created to meet regularly to oversee the process of

managing diversity. This group consisted of the CEO and high-level managers throughout the company. A diversity training program was developed. For several years, Avon sent racially and ethnically diverse groups of 25 managers at a time for three-week sessions. During the training, participants confronted their differences and learned to listen and avail themselves of viewpoints with which they initially disagreed. Avon also formed networks for Blacks, Hispanics, and Asians. Each network group elected its own leader and selected an advisor from senior management. They also had representatives on the Multicultural Participation Council. [Ref.125]

2. Proctor and Gamble

Because Proctor and Gamble fills its upper level management positions only from within the company, it places a premium on recruiting the best available entry-level employees. Campus recruiting is pursued nationwide and year-round by line managers from all levels of the company. Among other things, the company has made a concerted and successful effort to find and hire talented minorities and women. [Ref.126]

Recruitment is only one element of the company's effort. The challenge of upward mobility remained an issue. One top executive stated, "we know that we can only succeed as a company if we have an environment that makes it easy for all of us, not just some of us, to work to our potential." In May 1988, Proctor and Gamble

formed a Corporate Diversity Strategy Task Force to clarify the concept of diversity, define its importance for the company, and identify strategies for making progress toward managing a diverse workforce [Ref.127]. As one official stated, "if we can tap the total contribution that everybody in our company has to offer, we will be better and more competitive in everything we do." [Ref.128]

The task force helped Proctor and Gamble understand that managing diversity would be a long-term process of organizational change. Proctor and Gamble implemented several initiatives. First voluntary diversity training was introduced at all levels in the organization. The training was broadened to include the value of self-realization in a diverse environment. Proctor and Gamble also conducts thorough continuing evaluations of all management programs to be sure that systems are working well for all employees. The company also conducts a corporate survey to get a better picture of the problems facing employees who balance work and family responsibilities, to improve the company's dependent care programs. [Ref.129]

3. Xerox

Xerox believes that a firm and resolute commitment to affirmative action is the first and most important step to workforce diversity. It is a corporate value, management priority, and a formal business objective. [Ref.130]

Xerox began recruiting minorities and women systematically as far back as the mid-1960s. The company's approach emphasizes behavior expectations as opposed

to consciousness-raising programs because, as one executive puts it, "it is not realistic to think that a day and a half of training will change a person's thinking after 30 or 40 years." [Ref.131]

Based on the assumption that attitude changes will grow from the daily experience of genuine workplace diversity, the Xerox Balanced Work Force Strategy set goals for the number of minorities and women in each division and at every level [Ref.132]. Xerox depends mainly on the three facets of its balanced strategy to make diversity work. The first facet includes setting recruitment and representation goals in accordance with federal guidelines and reviews them on a regular basis. Xerox extends the guidelines by setting diversity goals for its upper-level jobs and holds division and group managers accountable for obtaining them [Ref.133]. Xerox also focused on pivotal jobs by examining the background of top executives. Xerox identified the key positions that all successful managers held at lower levels and set goals for assisting minorities and women to these assignments. Xerox also concentrated managerial training on the management of people. Diversity training was set up as a subset of management training. Xerox used this approach because management behavior toward minorities and women showed that too many managers did not know enough about how to manage any employee, let alone how to manage someone different from themselves. [Ref.134]

4. Summary

Several themes are common to the diversity management initiatives of the three companies profiled and to private sector organizations in general. These themes include the acknowledgment that change in organizations takes a long time and requires serious commitment and support from the top down and bottom up to be successful. Training and education programs, along with support groups for mentoring and networking, are also required to sustain effective diversity management in the workplace.

B. GOVERNMENT, NON-DEFENSE ORGANIZATIONS

A considerable amount of information is available from corporations on diversity initiatives. Not much is known, however, about government initiatives. Federal, state, and local governments traditionally have led the way, for legal reasons, in employing women and minorities [Ref.135]. Still, progress in managing diversity initiatives, as measured by practitioners, is considered slower in government agencies than in the private sector. Most federal agencies have not shifted beyond the stage of acknowledging demographic changes and assessing their organization. [Ref.136]

Since the 1970s, federal agencies have been mandated to increase the representation of women and minorities at all levels [Ref.137]. Through these mandates, federal agencies have increased the numbers of women and minorities employed, and they have generally been effective equal opportunity employers when

compared with private industry. The fact that the federal sector has carefully-defined EEO and affirmative action policies, with a well-established bureaucracy to administer them, is a strength and also a weakness when looking toward a future in managing diversity. [Ref.138]

Government agencies, such as the Internal Revenue Service and the Office of Personnel Management, have developed initiatives that include partnerships with historically Black and Hispanic colleges, stay-in-school programs with local high schools, recruitment of individuals with disabilities, networking with minority and women advisory committees, and upward mobility programs for women and minorities. [Ref.139]

Training and development initiatives have traditionally been designed to meet EEO and affirmative action legal requirements. Currently, most agencies require minimum training for mid-level managers and first-line supervisors on issues of valuing diversity. [Ref.140]

Shortly after the publication of "Workforce 2000," the U. S. Office of Personnel Management contracted with the Hudson Institute to examine whether comparable changes would occur in the federal government. The resulting report, "Civil Service 2000," concluded that the federal government would experience the same demographic changes in its workforce, and stated that affirmative action was the appropriate policy for dealing with thees changes. There was no support for

exploring other diversity concepts. [Ref.141]

In February 1993, the U. S. Merit Systems Protection Board (MSPB) sponsored a symposium on workforce diversity. Thirty-six public agencies had representatives at the symposium, ranging from DoD to Virginia Commonwealth University. The MSPB is responsible for ensuring that agencies adhere to merit principles in hiring and managing employees. Central to its mandate is the issue of achieving and managing diversity. MSPB wanted to generate leadership interest at the agency level on the subject of diversity management. The primary purpose of the symposium was to identify approaches to assist federal agencies in managing their increasingly diverse workforces and to heighten awareness of what constitutes managing diversity. Panelists addressed three general questions: first, can and should the government manage workforce diversity; second, how does managing diversity differ from ederal equal employment opportunity and affirmative action initiatives; and, finally, what challenges are associated with managing a diverse workforce?

Recommendations that resulted from the symposium discussions are very similar to initiatives that private sector organizations are currently implementing. Results of the symposium include nine points are shown below[Ref.142]:

- When diversity is managed well, all workers are valued and included.
- Managing diversity improves productivity.
- Diversity programs for diversity sake are not enough.

- Managing diversity is part of being a manager--at all levels.
- Accountability and incentives are important.
- Support and involvement must be broad-based.
- Diversity programs differ from EEO and affirmative action efforts.
- Managing diversity is a process.
- There is no "one" way to manage diversity.

In addition, five key conclusions were drawn from the symposium proceedings and shared with all participants [Ref.143]:

- Managing diversity is part of the responsibility of being a manager. It is not the responsibility of the personnel or human resource officer. It is an obligation of all managers to ensure that all of their employees are included, welcomed, and appreciated.
- Agencies should not view diversity as something they can choose to value or not; valuing diversity is related to adhering to merit principles 1 and 5 of title 5 that govern civil service personnel management and support achieving and managing diversity.
- Managing diversity is part of getting the job done efficiently, and failure to manage diversity wastes human resources. An exclusionary environment impedes efficient use of the total workforce; therefore, managing diversity becomes a bottom-line issue as well as an issue of principle for the government as "model employer."
- There is no single approach to being a manager; therefore, there is no single approach to managing diversity.
- Agencies will have to work on achieving and managing diversity at the same time. One cannot wait to achieve a diverse workforce before creating

a welcoming, supportive environment.

The overwhelming response to the initial question of whether the government should manage workforce diversity was a resounding "yes" from the participants. Various approaches were discussed, and agencies realized that they need to tailor their diversity management initiatives with respect to their own agencies and cultures.

There was agreement that EEO and affirmative action initiatives are needed until agencies truly reach a state of effectively managed diversity in their organizations, and all agencies realized that this change would not occur overnight.

1. Environmental Protection Agency

The Environmental Protection Agency (EPA) has taken what it considers a "planned approach" to developing a diversity program with top-level and broad-base support in the agency for the program. EPA is serious about managing diversity, as is evident from the substantial amount of funding dedicated to support its diversity programs. [Ref.144]

The Deputy Administrator of EPA asked the agency's diversity task force to identify and study issues relating to cultural diversity. Four subgroups were created to look at both internal and external issues and practices. The subgroups were best practices, training, employee surveys, and data analysis. Each group had specific tasking. The best practices subgroup looked at private and public sector organization diversity programs to see what approaches EPA could adapt for its organization and

learn about other organizations' experiences with diversity [Ref.145]. The training work group studied the most current diversity training programs and conducted a self-assessment of current EPA training courses. The employee survey subgroup administered a survey to gather information on employee attitudes, perceptions, and behaviors concerned with workforce diversity. The survey also asked employees about recruitment, promotion, training, performance, and reward programs and systems. In addition, employees were questioned about relationships between professional and support staff. [Ref.146]

In conclusion, EPA emphasized that resources must be committed to develop a successful diversity program. Also, management must be committed and held accountable for how it influences the overall direction of the organization. The EPA sees a strong correlation between workforce diversity, total quality management, and autonomous work groups. This is the direction the agency is taking to incorporate a managing diversity program. [Ref.147]

2. National Aeronautics and Space Administration (NASA)

NASA initially educated itself on numerous diversity issues, such as best practices for managing diversity. Subsequently, Culture Review and Practice teams were appointed to assess several issues of diversity within NASA. The goals of the team were to assess workforce attitudes toward cultural diversity and fair treatment in the workforce; review minority, women, and disabled employees relative to

NASA's general workforce; and examine policies and/or practices that may have a negative or positive effect on any group in NASA. [Ref.148]

One of the major outcomes identified by the assessment team was what they considered "best practices" for diversity and multiculturalism for NASA headquarters and its ten centers. Best practices included: a master action plan for diversity; multicultural leadership councils; employee advisory groups; regular senior management meetings with advisory groups; mentoring programs; visible role models; and promotion of a team culture. [Ref.149]

At NASA, a comprehensive effort was essential to identify the agency's practices to support diversity aims. There are four key elements in the major approach NASA is utilizing toward incorporating diversity:

- Top management leadership, support, and commitment, "walking the talk" behavior;
- Development of a multicultural strategic plan;
- Evolution from cultural competency, where employees read relevant literature and receive diversity training, to cultural literacy, where employees are able to read the culture through situations and interactions; and
- Integration of multiculturalism into the agency's day to day business practices so that it will become the norm and not a new way of managing people. [Ref.150]

3. Federal Aviation Administration

The Federal Aviation Administration (FAA) acknowledges that it has addressed diversity based on crisis management and has shown inattention to the issues of diversity in the organization. As a result of congressional hearings concerning allegations of discrimination in the FAA, the agency decided to address seriously the issue of diversity in its workforce. [Ref.151]

The FAA defined managing diversity broadly: managers are expected to create a work environment that is supportive of all people, where everyone and anyone can contribute. The agency also decided that nothing less than a culture change for the FAA was required to be successful. Culture change was thus sought by:

- Replacing hostile environments with supportive environments that valued diversity;
- Enhancing relationships among all employees on the job;
- Dealing with attitudes, feelings and beliefs that lead to sexism, racism and other forms of discrimination. [Ref.152]

The FAA started with a systems review of its current personnel programs as far as producing and retaining a diverse workforce and identified program areas believed to be critical to the diversity initiative. The next step was to develop a comprehensive training program. The goal was to sensitize employees to value each other's differences and to deal appropriately with differing attitudes and perceptions.

The training is accomplished by:

- 3-day experiential cultural diversity workshop to accomplish the training goals;
- 2-day experiential cultural diversity workshop specifically designed for FAA's supervisors and managers;
- Follow-up skills training to assist employees in addressing issues that arise as they become more sensitized to workforce diversity;
- Team building workshops for supervisors and managers affecting diversity management issues;
- Leadership training to provide all employees with the skills necessary to create support groups and establish networking groups. [Ref.153]

An important issue that the FAA mentions is how easy it is to get side-tracked. It warns against getting so involved with training that all of the agency's resources and efforts go to training. Training is not the only issue. The real issue is changing the culture of the organization. The FAA states that this is what has really made the difference. Support not only from management, but also from employees and their unions, is also essential. The FAA will continue to direct its efforts toward strengthening a culture that values diversity.

4. Summary

"Civil Service 2000" predicts serious problems in the federal government's ability to sustain a diverse workforce. Diversity is a popular buzzword in the federal sector; however, most agencies have not progressed beyond the stage of

acknowledging demographic changes and assessing their organizations. [Ref.154]

There are more examples of organizations in the private sector than in the public sector that have implemented diversity management programs. Several deeply rooted institutional characteristics of the federal government, in particular, are the reason for the slow progress. Resistance to change is universal to large organizational systems. Top-level management tends to find crisis management and policy debates more absorbing than the nitty-gritty of department management. Few perceive fundamental cultural change as critical to achieving policy objectives. Power and politics are the name of the game, and no broad-based diversity initiative will succeed without the sustained commitment of top-level administration. [Ref.155]

Also, the very success of the federal government's institution of EEO and affirmative action programs have created obstacles to initiation of organizational culture-based diversity initiatives. EEO and affirmative action professionals may feel threatened by this new approach to effectively creating and managing a diverse workforce. [Ref.156]

C. DEPARTMENT OF THE NAVY

On November 12, 1993, Secretary of the Navy John H. Dalton tasked the Navy and Marine Corps to help the Assistant Secretary of the Navy (Manpower & Reserve Affairs) in examining the Navy Department's Equal Opportunity programs. Overall, enlisted programs were reviewed as being generally "on track." However,

the distribution of African-Americans across Navy and Marine Corps occupations were a concern. The Commander, Navy Recruiting Command, was also concerned with Hispanic and Asian-American/Pacific Islander recruiting for enlisted personnel.

On June 17, 1994, Secretary Dalton released a policy statement establishing new goals for minority officer recruitment. These established goals are now called "aspirations" for the Navy and Marine Corps. The purpose is to have a minority representation in the naval service that is comparable to the racial/ethnic composition of the United States population by early part of the twenty-first century.the year 2000. Specifically, the goals for Navy and Marine Corps officer recruiting were set at 10-12 percent African-American, 10-12 percent Hispanic, and 4-5 percent Asian-American/Pacific Islander/American Indian/Alaskan Native. As previously noted, these goals have come to be known as the "12-12-5 initiative."

1. United States Navy

Currently, the Navy still utilizes the traditional approaches to managing diversity of Equal Opportunity (EO) and affirmative action policies, as well as the "12-12-5" initiative.

Commanding officers of all commands in the Navy are responsible for fully implementing the Command Managed Equal Opportunity (CMEO) program and ensuring that the command climate supports equitable treatment in all aspects of Navy life. Commanders are responsible for ensuring that all personnel are aware of Navy

EO policy, and they must take prompt action against personnel who are not in compliance. The Navy considers EO a "readiness issue" and a basic principle of sound leadership. [Ref.157]

CMEO is a tool used by commands for detecting and preventing discrimination and sexual harassment, therefore ensuring a favorable EO climate. This system is implemented by two teams, a Command Training Team (CTT) and a Command Assessment Team (CAT). Both teams are required to meet at least once quarterly.

The CTT is responsible for conducting annual command- specific training and Navy Rights and Responsibilities (NR&R) workshops. This training is required at least annually.

The CAT conducts an annual command assessment of the EO climate through analysis of command-specific data on officer and enlisted retention, advancement, discipline and EO surveys, interviews, and team observations. Data are analyzed and addressed as necessary for any area of concern. All data, analyses, and action steps must be retained for a minimum of 36 months and are required ISIC inspection items.

The Navy has also implemented a new program, called the "Leadership Continuum." This program replaced the Navy Leadership program. The Leadership Continuum mission provides advanced education and training in the concepts, philosophies, elements, tools, and practices of effective leadership and management to Navy personnel in leadership positions. Its purpose is to provide consistency and

continuity of training in leadership and management across all Navy communities. [Ref.158]

The Leadership Continuum offers four courses each to enlisted and officer personnel. A course consists of seven units, and unit 5 is where the subject of diversity is discussed. [Ref.159]

Unit 5 of the Leadership Continuum, the development of command unity, discusses diversity and the challenges and strengths inherent in a diverse organization. The expanding role of women is addressed, as well as the leadership responsibilities inherent in successful integration. Sexual harassment, fraternization, and equal opportunity are also issues of discussion. [Ref.160]

This unit deals with the concepts of culture and multiculturalism, and the issues involving leadership in the mixed-gender environment. Students are asked to describe the role of leadership and management with respect to the Navy's commitment to equal opportunity and sexual harassment. Students also discuss the value of a command's specific diversity in developing command unity. The Leadership Continuum has been operating for approximately nine months. Therefore, measures of effectiveness are not available at this time, and the curriculum material is still in development. [Ref.161]

2. United States Marine Corps

On March 17,1995, the Commandant of the Marine Corps issued a campaign

plan to increase diversity within the officer corps of the Marine Corps. This plan, Operation Order 1-95, establishes a system to access, develop, and institutionalize equitable diversity representation, and create an officer corps that reflects the racial composition of America in the twenty-first century. [Ref.162]

The Marine Corps developed the following vision statement concerning cultural diversity:

> Our cultural diversity programs will focus on understanding diversity, appreciating and respecting diversity, and recognizing and fostering (managing) diversity in keeping with organizational goals and Core Values. The Marine Corps as an institution, and Marines as individuals, must promote an atmosphere and manage programs which both welcome and capitalize upon cultural diversity. Such programs will serve to maximize our war fighting capability and promote individual career satisfaction. [Ref.163]

The Marine Corps also developed a cultural diversity program that is currently being administered at the Marine Corps, Basic Officer Course, The Basic School. Other programs are scheduled for the Officer Candidate School and the Amphibious Warfare School in Quantico, Virginia.

The cultural diversity training program emphasizes leadership support. It states that leadership must establish a command climate that allows every Marine to reach his or her potential without regard to race, color, religion, sex, age, or national origin. The program also recognizes that the philosophy of leadership promotes the idea of using the different capabilities of Marines to the greatest advantage. [Ref.164]

Another initiative for implementing cultural diversity is evident in the

Commandant's professional reading list, published as Marine Corps Order 1500. Thirty-one publications were listed in 1997, and three of the titles are characterized as cultural diversity subjects: *Beyond Race and Gender*, by R. Roosevelt Thomas, Jr.; *Two Nations: Black and White, Separate, Hostile and Unequal* by Andrew Hacker; and the *Cultural Diversity Manual* by Carl Buchen.

Changing the root culture is at the core of any managing diversity program [Ref.165]. The Marine Corps is assessing its culture through a review of how its procedures and policies affect accessions, the impact of commissioning and occupation selection, and the retention and career development of every Marine. The main goal of this review is to develop a training and education plan that illustrates the benefits of a culturally diversified Marine Corps.

3. Defense Equal Opportunity Management Institute (DEOMI)

The Defense Equal Opportunity Management Institute offfers a 6-week training program for Equal Opportunity Program Specialists for the United States Navy and each of the other military services. The program instructs students on the traditional approaches to diversity management, such as EEO and DoD rules and regulationsl; but its emphasis is placed on the culture of the organization, multi-cultural sensitivity training, and a broader definition of diversity. This training is offered to only a small percentage of DoD employees, military or civilian. [Ref.166]

DEOMI training is conducted by a Mobile Training Team that travels to DoD

installations for specific training on EEO and diversity matters. It also conducts a Military Equal Employment Opportunity Climate Survey if requested by a command. The results allow installation commanders to identify potential organizational climate problems. [Ref.167]

D. SUMMARY

Several key issues are consistent, regardless of the type of organization implementing a diversity management program. Successful efforts to change the organization take a long time, and promoting diversity requires a serious effort for the whole organization. Companies use a wide variety of methods to adapt the workplace to its culture. Diversity management programs require high-level management planning and consistent support for efforts to be successful. Support groups of ethnic members are very important as a means of informing the organization of needed changes. All of the organizations reviewed here realize the need for training and education about various ethnic groups.

There are common themes that emerge among all types of organizations. The two most critical elements are: management support, leadership, and commitment; and linkages and integration to the organization's objectives. Other common themes include: culture change, communication, education and training of all employees, and an inclusive definition of diversity.

One of the ironies of many diversity programs is that they are initiated as a

result of the organization ignoring diversity issues for a long period of time, culminating in a serious crisis and adverse media attention. This is true of both private and government industry. For example, Texaco and the United States Army are very recent examples of organizations in diversity crisis management. Agencies and departments with less dramatic failings, are often less receptive to managing diversity or examining their organizational culture. [Ref.168]

There are no specific, step-by-step approaches or processes for implementing diversity management. Each organization must integrate a variety of diversity strategies and practices that are appropriate within their organizational culture and congruent with the specific needs and goals of their organization.

VI. THE NAVY'S DIVERSITY MANAGEMENT PROGRAM

A. INTRODUCTION

The DoN should use organizational change, incorporating a total systems change approach, to implement and develop a diversity management program. Senior leadership, such as the Chief of Naval Operations (CNO), Chief of Naval Personnel, (CNP) and the Commander, Naval Education and Training (CNET) must lead and champion organizational change. Diversity training should also involve everyone from the CNO and Commandant of the Marine Corps to the most junior member in bootcamp. All Navy personnel will receive awareness-based training. Skills-based training should be provided to personnel in key leadership positions: Commanding and Executive Officers, Department Heads, Division Officers, Command Master Chiefs or Chiefs of the Boat, Chief Petty Officers, and Leading Petty Officers. Elements of an approach for implementing diversity training in the Navy are discussed below.

B. TOTAL SYSTEMS CHANGE APPROACH

As discussed in Chapter IV, total systems change management requires consideration of the entire organization, changing the systems, policies, practices, and core culture, along with changing the individual. Total systems change is a holistic approach that aims to alter the fundamental principles upon which an organization is

founded. The goal of this holistic approach is to develop an environment that serves all members of the Navy as well as the Navy's stakeholders (DoD, Congress, society, the community, etc.), and to incorporate the benefits of diversity so that individuals potential is not lost in achieving organizational objectives [Ref.169]. A total systems change approach moves away from making legal compliance the basis for change. It also moves away from making awareness education the basis for change, because legal compliance and awareness education may not permanently alter organizational change. Interventions not aimed at altering an organization's culture and infrastructure may not be sustainable over the long term. [Ref.170] As Thomas observes:

> Sustainable, long-term natural behavioral change requires congruence with the organization's roots. If the culture does not support the desired behavioral change, the culture must be modified. Managers who drive behavioral change on the assumption that the roots will follow are doomed to repeat the cycle. [Ref.171]

Total systems change incorporates the following: legal compliance; awareness and skills-based education; redesign of organizational systems, practices and policies; and modification of the core culture. Its leverage point is the optimum usage of workforce diversity and creating a humane and just work environment that encourages the maximum contribution of all Navy employees. [Ref.172]

The Navy under the leadership of the CNO, should task CNP with the overall responsibility of developing and implementing a total systems change program to

diversity management. The Bureau of Naval Personnel for Equal Opportunity (Pers-6) should be responsible for evaluating the organization's culture and systems to discover factors that either foster or hinder managing diversity. CNET should be responsible for developing and implementing specific diversity education and training for the entire Navy.

C. BUILDING A DIVERSITY MANAGEMENT STRATEGY

The DoN's diversity management strategy must be flexible and initiate a change process over time. Change must occur at the personal, interpersonal, and organizational levels. The Navy's diversity management strategy must have clearly defined goals, objectives, and guiding principles. The primary goal is to provide an environment that encourages, develops, and leads people from the moment of recruitment throughout their entire career. The objective is to be the best military organization--or organization generally--in the world, and to increase the productivity, cohesion, effectiveness, and readiness of each individual and unit. The guiding principle is to "Live the Golden Rule," by treating everyone with respect. This will be the way the Navy conducts its business, every day with everybody. The strategy must be multidimensional in its approach, as previously stated, and outline specific actions and priorities for which resources can be allocated. Finally, a diversity management strategy must have the capability of being measured and evaluated. [Ref.173]

There are many ways to develop a diversity training strategy. The key, however, is to develop a strategy that meets the Navy's objectives and goals. Each organization's strategy must be tailored to its specific needs. Key elements for development exist for every organization. These elements are discussed below.

1. Incorporation into the Mission

Diversity is incorporated into the DoN's vision and mission statement. The Bureau of Naval Personnel has incorporated diversity in its vision statement. It has indicated the desire to keep a strong force and create an environment where all can excel:

> Our force will be a totally integrated, diverse team of active and Reserve Sailors and civilians. We'll continue to expand opportunities for women and work to make more effective use of all our civilian and reserve personnel. We'll increase the proactive efforts...to ensure mentoring, encouragement, and solid career development for every member of our team.

This team will be truly diverse. We must be ready to welcome all potential contributors to our team, or we'll experience a critical shortfall in both the quality and number of our recruits and career personnel. We are simply opening our Navy to America. [Ref.174]

Additionally, the value of diversity must be incorporated into the Navy's core values of "Honor, Courage, and Commitment." Honor is defined as esteem, self respect, reverence, reputation, and good name. Courage, is a state or quality of mind or spirit to face the unknown with confidence and reverence. Commitment means to pledge oneself to an issue. Development and implementation of a diversity training

program requires courage and commitment from Navy leadership.

Courage results from commitment, the ability to take a stand that may not be popular. Courage is a state of being or thought that allows one to take on adversity when it occurs. Courage comes from strongly held values that drive people to do what they think is right. Commitment is value-driven at the organizational level. An organization's commitments are declarations of what the organization intends to do. An organization's time lines and objectives are based upon the commitments it makes. [Ref.175]

This unknown and new strategy will assist in establishing change for the Navy to forge a new future. Managing diversity is about valuing and respecting everyone. Diversity training accomplishes this on an individual and interpersonal level. Personnel acquire self-esteem, respect, and reverence for themselves and their shipmates from receiving diversity training. Consequently, personnel are more effective in fulfilling their responsibilities and enhancing the capabilities of the Navy to accomplish its mission with honor. Incorporating the Navy's core values will help to establish a clear training strategy for the Navy's overall diversity management initiative.

2. Support of Diversity Training

The Navy must look toward someone with influence and wisdom in the organization, a champion, to support diversity training. Senior leadership support and

commitment from the CNO and the Commandant of the Marine Corps to local-area commanding officers is critical for diversity training to be successful. Initial support is evidenced by incorporating diversity into the Navy's Leadership Continuum and vision statement, and the Marine Corps' Managing Diversity Program. The DoN's leadership must remain aware of the strategic, competitive, and bottom-line purpose and benefits of diversity training. Leadership and management support and involvement from the beginning are crucial to the entire diversity management initiative. [Ref.176]

Management support is also vital. Management will play a direct role in support, promotion, and implementation of training. Managers are those charged with the controlling tasks and directing of people to carry out the tasks. The responsibility of managing diversity falls heavily on management, and mangers can be either powerful change agents or the greatest barrier to diversity in the Navy. Mangers in the Navy include enlisted and officer personnel. Personnel in the positions of Commanding Officer, Executive Officer, Department Head, Division Officer, and Chief and Leading Petty Officers are the key management positions held in the Navy. Once the training programs are developed, management involvement and commitment are vital.

Managers must be champions of the diversity management program within their area of responsibility and the command. Managers should receive diversity

training before to their subordinates receiving training. The training must emphasize the advantages it will provide for them, such as skills acquired to help resolve conflicts in the organization. Managers should participate in the training and education of their subordinates. Managers should also look toward the top leadership as a role models. Senior leadership support, involvement, and participation will be critical to implementing diverstiy training fleet wide.

D. DEVELOPMENT OF A TRAINING PROGRAM

When the organization's needs assessment has been completed , objectives can be set, and measures of how well the objectives have been met can be determined. This section addresses the needs assessment, identifies important objectives and components of the training, establishes a model for the training, specifics the content of the training, and determines which tools and techniques to use in the training. [Ref.177]

1. Conducting a Needs Assessment

As Wheeler states, "a needs assessment is critical to identifying the particular diversity needs within the context of the Navy's goals [Ref.178]." Evidence could not be obtained as to whether the Navy has done an organizational needs assessment with respect to diversity training. There is evidence, however, that assessments at the command level have occurred through the requirements of the CMEO program. A Navy-wide assessment is needed immediately. The Deputy Director for Equal

Opportunity, Pers-61, should be tasked with conducting the needs assessment concurrently with a cultural audit. To effectively accomplish the assessment, assistance from a diversity consultant and/or DEOMI will be required. Once the Navy's needs and cultural climate have been identified, a training plan can be developed along with a measurement/evaluation plan to test the effectiveness of training. [Ref.179]

The "why, what, how, when, where, and who" questioning technique is the most effective way to elicit input from all stakeholders to determine the needs of a diversity training program. An organization the size of the Navy should use the simplest approach to accomplish this goal [Ref.180]. Nevertheless, a variety of methods are available to conduct a needs assessment. Assessments may be developed "in-house," such as command-level assessments within the Command Managed Equal Opportunity Program, or provided by outside diversity consultants. Examples of ways to conduct an assessment include formal surveys, focus groups, task forces, informal discussions with employees, advisory groups, in-depth personal interviews, and bench-marking. The recommended approach for the Navy is to use a survey, and then reinforce survey results by sending a DoN diversity team to the fleet to conduct focus-group discussions. Early involvement from personnel policy advisors such as the Navy Affirmative Action Plans Advisor, the Sexual Harassment/CMEO Advisor, Minority Affairs Advisors, and others can assist in the "buy-in" of diversity training

throughout the organization.

2. Identification of Objectives and Goals

Objectives are derived from the needs assessment. The objectives and goals of training must be directly linked to DoN's objectives of increasing unit cohesion, effectiveness, and readiness. The primary objectives of DoN's diversity training are cultural and behavioral change. The training must heighten awareness among Navy personnel and influence how they perceive the issues and themselves within the context of the Navy's diverse workforce. Specific objectives are described in the context of models for training.

3. Models for Training

Once a needs assessment has been done and objectives have been established, the content of the training can be determined. The content should be based on an inclusive model. An inclusive training model is preferred because it defines, in the broadest sense, all the characteristics that make people different. As Griggs observes, "training is approached with the knowledge that people often are not aware of their behavior and personal bias, nor are they culturally aware or naturally sensitive to differences of others." [Ref.181] The model proposed for the Navy deals with four sequential levels of cognizance of diversity issues. The first level of this model is the assumption that individuals are "unconsciously incompetent." This level assumes that individuals are unaware of what they do not know. During the second level of this

model, individual awareness is heightened to the point where the individual becomes "consciously incompetent." Individuals at this level are aware of what they do not know. At the third level, the individual becomes "consciously competent." Skills are enhanced due to the new awareness and understanding of diversity training and education. Finally, the fourth level is when individuals become "unconsciously competent." Individuals at this level know how to manage diversity almost without thinking about it. An analogy is knowing how to "ride a bike." One just does it, without much thought. The first two levels of this model, "unconsciously incompeten," and "consciously incompetent," are addressed utilizing awareness-based diversity training.

a. Awareness-based Training

Awareness-based training aims at heightening awareness of diversity issues and revealing workers' unexamined assumptions and tendencies to stereotype others. Awareness competencies include awareness of self, cultural differences, different communication styles, and personal biases. Skill competencies are the ability to change personal behavior, practice objectivity, analyze unique situations, listen to others, build teams, resolve conflict, and communicate with others. Knowledge competencies provide an understanding of acceptable and unacceptable behavior, information about command demographics, the impact of diversity on the organization, and a knowledge of EO and affirmative action laws. Personal attributes

of persons who have completed diversity training are being inclusive, open, empathetic, and willing to develop and continue diversity dialogue. [Ref.182]

Awareness-based diversity training is the starting point for most diversity training programs. The immediate objectives are [Ref.183]:

- To provide information about diversity;
- To heighten awareness and sensitivity through uncovering hidden assumptions and biases;
- To assess attitudes and values;
- To correct myths and stereotypes; and
- To foster individual and group sharing.

Awareness-based training promotes effective intercultural communication. This works toward the long-range goal of improving morale, productivity, and creativity. This training focuses primarily on the cognitive features of diversity training. Information about diversity is provided, ranging from anecdotes to statistical presentations. Emphasis is usually aimed at uncovering participants' unconscious cultural assumptions and biases. Experiential exercises encourage trainees to view others as individuals rather than as representatives of a group, and this avoids stereotyping. [Ref.184]

The DoN should require awareness-based training for all personnel. Senior leadership and management should set the example by being first to receive the

training. The primary purpose of this training is to educate personnel, and change behavior. While awareness-based training is important, it must be complemented by skills-based training to enable trainees to act on their new understanding of diversity. [Ref.185]

Level three, "consciously competent," is accomplished by using skills-based diversity training.

b. Skills-based Training

Skills-based training represents a progression in intent. It goes beyond consciousness raising, in an effort to provide workers with a set of skills that will enable them to deal effectively with workplace diversity issues. Skills-based training provides tools to promote effective interaction in a heterogeneous work setting. The immediate objectives are:

- Building new diversity-interaction skills;
- Reinforcing existing skills; and
- Inventorying skill-building methodologies.

As with awareness-based training, skill-based training also has long-range, organization-wide goals. These goals include improving morale, productivity, and creativity through effective intercultural communications. The training is primarily behavioral.

Skills-based training should be offered primarily at the manager and supervisory level. The DoN should require skills-based training for all personnel in these positions to teach them to lead and develop people with diverse backgrounds. Skills taught include: coaching, empowering, providing feedback, interviewing, and conflict resolution.

Skills-based training is the newest of the two types of training. In "Skills for Managing Multicultural Teams," diversity consultant Beverly A. Battaglia cites four diversity skills that are critical for creating a collaborative environment [Ref.186]. These are:

- Cross-cultural understanding;
- Intercultural communication;
- Facilitation skills; and
- Flexibility or adaptability.

Cross-cultural understanding encompasses knowledge about how and why culturally-different individuals act the way they do. Intercultural communication is the ability to eliminate communication barriers such as semantic difficulties, perceptions among receivers and senders, and ignored or misinterpreted verbal cues. To be effective with intercultural communication requires patience, awareness, and constant checking of the interaction process to detect possible barriers. [Ref.187]

Facilitation skills deal with mediating differences and helping others negotiate misunderstandings. The growing use of teams and the heightened potential for conflict makes conflict resolution using facilitation skills important. Flexibility, or adaptability, is the ability to modify expectations, readjust operating norms, try new approaches, and learn to be patient. [Ref.188]

Diversity training must utilize both approaches of training. Awareness-based training, which raises the consciousness of individuals, and skills-based training, which provides tools for individuals to build more effective interaction among diverse individuals, are both necessary. This can be accomplished over time with continuous education, behavior modification, and communication skills enhancement. (This is discussed further in Section E of this chapter.) When individuals naturally value and respect one another, and managers naturally empower their subordinates, personnel have reached the "unconsciously competent" level--the ultimate goal. The objective of this model is to move individuals from the "unconsciously incompetent" to the "unconsciously competent," level, as a normal way of doing business.

4. Responsibility for Training

The Navy does not have human resource managers or designated diversity coordinators. Initially, the DoN should establish policy for the following: the population to be trained, so that no one is missed; the leaders who will be responsible for ensuring training is completed, so that it occurs; the specific content of training;

follow-up training for supervisors; and further responsibilities of leadership [Ref.189]. The Navy does have a current program CMEO, that diversity training can fall under. Consideration should be given to changing the name of the program and incorporating diversity initiatives in addition to equal opportunity issues. Responsibility should belong to the local-area commanding officer, and program implementation should be the responsibility of the command's CMEO Officer. The current CMEO program requires participation from command leadership such as the Executive Officer and the Command Master Chief. Membership on the command training teams (CTT) and command assessment teams (CAT) is currently drawn from a diverse cross section of each command.

Department Heads, Division Officers, and Chief Petty Officers are individuals who are currently responsible for ensuring training is implemented. They should also be responsible for the implementation of diversity training. The CMEO program along with the command's training department, should be responsible for ensuring that training occurs.

The Bureau of Naval Personnel (Pers-6) should have the ultimate Navy-wide responsibility for the program. Pers-6 will need to create an infrastructure to support and drive this change throughout the Navy. Currently, Pers-6 has responsibility for EO, CMEO, and affirmative action policy development and implementation. Responsibility for diversity strategy development and implementation is a logical

extension for Pers-6.

5. Training Tools and Techniques

An andragogical model is the most effective way to approach adult learning [Ref.190]. In the andragogical model, the learner is self-directing and draws on personal experience to help facilitate learning. This model also assumes the learner is ready, eager, and motivated to learn [Ref.191]. The andragogical model assigns a dual role to the facilitator. The facilitator designs the learning process and manages the content of resources. Resources include not only the facilitator, but peers, subject matter experts, material and media resources, and the individuals' personal experiences. An andragogical model to learning should be used to provide pertinent and effective training to an organization the composition and size of the Navy. Traditional and innovative approaches will help achieve the desired goals of the organization. Diversity training that emphasizes participative learning appears to provide the most successful training. A variety of approaches are necessary since everyone will not learn at the same pace or in the same way; everyone will have different life experiences to draw upon, and the motivation to learn will vary. [Ref.192]

Effective tools for training include the use of videos, participative exercises, case studies, lecture, games, theatrical groups, handouts, and audio tapes. Videos are the most frequently used tool in diversity training. When used properly, videos are

very effective and reach a large number of personnel. Benefits of using videos are that they are a portable educational tool, highly cost-effective, hand ave a long shelf lif. Further, video sessions can be scheduled at the discretion of the facilitator or trainee. [Ref.193]

Participative exercises are a type of experiential exercise that provide the opportunity to interact with one another and the facilitator. Class discussions that allow participants to hear other persons' experiences and feelings and role playing are additional forms of participative exercises. [Ref.194]

Case studies, to be fully effective, should provide stimuli for thinking about, as well as creating, solutions to a problem. They are particularly effective when the organization's specific situations are used. [Ref.195]

Lectures are a traditional form of providing information, such as providing basic facts for setting the stage for other forms of training. This is useful for material for which trainees have no point of reference.

Games involve the group and provide information to participants in an entertaining way. Participants in the games learn while they compete. Board games, in particular, are useful in supporting the overall training initiative, as an extension to follow-up training and as reinforcement of concepts previously learned. [Ref.196]

A new tool that some organizations are using is theater groups. A good theater group will customize its work toward the organization by analyzing the organization's

culture and using language that is workplace-specific. Actors from the play also participate as facilitators. The organization or consultant group develops a series of scenarios and modules and uses actors to perform the scenarios in front of a group. If desired, actors from the group may be used to perform the scenarios, as an extension of the role-playing technique. [Ref.197]

Handouts are a useful resource for participants after training. The limitation of handouts is that there is no way to guarantee that employees will actually read the material.

Audio tapes should only be used as follow-on training after participation in a group discussion. They allow personnel to listen at their own pace and convenience to material they may not have fully comprehended during the initial training. [Ref.198]

The various training tools help enrich the learning process. They make use of each individuals' personal learning experience, and personnel gain from the experiences of others during group discussion, role playing, and problem-solving of projects. This typical model of adult learning is highly appropriate for Navy personnel, which should help to ensure training effectiveness.

E. IMPLEMENTATION OF TRAINING

After an organization has established its strategy, defined its objectives and goals, and created a training program, it must implement the training. Implementation

must consider who will conduct the training, and the mandatory or voluntary nature of the training. Each of these issues is addressed in further detail below.

1. Who Conducts Training

Many organizations use outside consultants to conduct diversity training because they do not feel that subject matter expertise exists within the organization to effectively conduct diversity training. Initially, consultants with expertise in diversity training will need to conduct training because the Navy does not have this expertise. [Ref.199]

The Navy will need to evaluate candidate consultant agencies to determine which have the appropriate programs and objectives to meet the Navy's organizational needs. Pers-6 should be tasked with this responsibility. Competencies to consider in a consultant should include: professional and personal qualifications and characteristics, personal and interpersonal skills and attributes, expertise, reputation, and "fit" with the Navy's organizational needs. Table 6-1 describes characteristics to look for in a consultant. [Ref.200]

Eventually, these experts should create train-the-trainer courses to be used by the Navy to develop its own change agents. These courses will be an effective option for developing internal diversity trainers for the Navy. There is merit and opportunity in using personnel from the organization to help drive change within the organization. According to the Director of Diversity Programs at Price Waterhouse, "the most

successful aspect of diversity training is engaging managers in facilitating the training

Table 6-1. What Makes a Good Consultant?

The following characteristics are considered important in a good diversity consultant. Core competencies include expertise, reputation, personal characteristics, and most importantly, "fit" with the organization.

Professional Qualifications and Characteristics

- Ability to conduct needs assessments
- Ability to develop programs
- Expertise in particular subject areas
- Credentials
- Good track record/references
- Corporate experience
- Industry knowledge
- Reputation in the field
- Knowledge of business terms
- Sound theoretical perspective
- Understanding of components of cultural change

Personal and Interpersonal Skills and Attributes

- Ability to understand culture
- Representative of diversity groups
- Sensitive to individuals, differences and organizational needs
- Credibility wit senior management
- Ability to work collaboratively with corporate team
- Innovative and Creative
- Fit with organization
- Inclusive philosophy
- Practical
- Ability to work at different levels throughout the organization

Source: Diversity Training, A Research Report, p:15, The Conference Board, Inc., by Michael L. Wheeler, 1994 .

programs." Training personnel internal to the organization creates systemic intervention. Individuals who receive training, from individuals with whom they have daily contact, are continually influenced after the training. [Ref.201]

Within the Navy, individuals have the collateral responsibility of being members of the CMEO program. These individuals are members of the CTT, the CAT, and the CMEO officer. These members have already been trained as facilitators, and additional training concerning the subject of diversity will enhance their facilitation skills and enable them to provide diversity training to members of their command. These members will become change agents within their commands. [Ref.202]

2. Trainer Skills

Trainer behavior should be addressed when deciding who will conduct training. It is vital that trust and confidentiality be established immediately. Confrontation during diversity training is a common concern in organizations. Trainers can do more harm than good if confrontation is not handled appropriately, particularly with respect to diversity awareness training where the subjects are sensitive for many trainees. Too little confrontation may not be sufficient to challenge individuals' feelings and attitudes that lead to behavioral change. At the

same time, too much confrontation can result in pushing trainees beyond their emotional limits, resulting in entrenchment of the attitudes and the behavior the training was meant to change. Trainers should use multiple methods to enhance trainees' abilities to rethingk an opinion, knowledge, or behavior. The trainer should explain his or her role, the purpose of the training to trainees, and alos be willing to articulate personal feelings on the issue. [Ref.203]

There is no one model of what constitutes a good diversity trainer, but there are some important skills and competencies that a good diversity trainer for the Navy should possess. Trainers must be able to help trainees manage their feelings and control group dynamics [Ref.204]. Good facilitation skills, knowledge of the subject matter, and the ability to engage a group are characteristics any type of trainer should possess. Characteristics particularly useful in diversity training are sensitivity, knowledge of self, self-disclosure, candor, ability to respect all cultures, and maturity. Diversity trainers must be passionate and believe in their work. They must be able to listen, clarify, facilitate, and get trainees to participate. It is not important what they say; it is more important what they hear their trainees say [Ref.205].

3. Who will Receive the Training?

The ideal situation is to provide training to the entire Navy. The training should be tailored, according to the roles and responsibilities of each employee in the Navy. The type of training will determine the target audience. The training should

be received by the leadership first. A top-down approach to implementation will work best for the Navy. This approach will facilitate "buy-in" by the leadership who may not otherwise be convinced of the need for diversity training. Leadership support is necessary for the success of diversity initiatives within the Navy. The top-down approach is the preferred method for the Navy. The directiveness of DoN will not support initiating a diversity training program from the bottom-up. [Ref.206]

A related issue concerns the composition of persons who receive the training. Heterogeneous training groups offer both advantages and disadvantages. Members of heterogeneous groups benefit from the different perspectives and dynamics created by including demographic diversity among trainees. However, the differences may affect the level of learning, because more time is required for group process issues. Trainers and facilitators must be aware that, if they are training heterogeneous groups, potential difficulties may arise, and they should be prepared to manage the situation [Ref.207]. For the Navy, the issue of race, gender, and ethnicity are obvious, because units of all sizes are integrated; but the issue of whether to train officers with enlisted personnel, aviators with medical service corps personnel, and son on, must be addressed. It is recommended that enlisted personnel and officers be trained separately. The training can also be accomplished by training workgroups, divisions, and departments together as an unit.

Awareness-based training should be instituted at all accession points such as

boot camp for enlisted personnel and the Naval Academy, NROTC, OCS, and AOCS for officer personnel. Follow-up training can be provided at enlisted "A" and "C" schools for enlisted personnel. For officer personnel, follow-up training should take place at Surface Warfare Officer School, Aviation School, and Nuclear Power School. Diversity awareness training can be incorporated into all the Navy's training programs, such as the Legal Officer School, Classified Material School, CMS, Custodian School, Recruiting School, and Communications School. Awareness-based training should also be accomplished at the division and department level, once individuals are attached to a command. Skills-based training should be implemented at the Leadership Continuum for personnel in management positions.

4. Will the Training be Mandatory?

Most organizations have some form of annual training requirements for all of their employees and the Navy is no exception. The issue of whether diversity training should be mandatory in a culture such as the Navy's is not an issue; awareness-based training should be mandatory for everyone. The danger exists, however, that mandatory diversity training will undermine its intended purpose and cause it to become training for the sake of compliance, such as sexual harassment training.

Being offered a choice and receiving the desired choice in training enhances one's motivation to learn. Ideally, training should be voluntary, since the effectiveness of the training hinges the involvement of the trainee. Yet, the mission

and culture of the Navy supports mandatory training. Since diversity training will also be mandatory, the concerns of the trainees should be addressed in the beginning of the training.

All individuals in the Navy with the responsibility of managing subordinates should be required to attend skill-based training. As previously noted, this could be accomplished through the Leadership Continuum. The purpose of limiting skills-based training to Navy managers is that they are in positions to manage personnel and are called upon for many issues such as resolving conflicts. Further, they have the responsibility of hiring and retaining personnel. Insight from self discovery and critical thinking during diversity training will allow Navy managers to perform better in their jobs. This training should take place prior to the rest of the command or unit receiving the training. Personnel in the key positions of Commanding and Executive Officers, Department Heads, Division Officers, Command Master Chiefs and Chief of the Boat, Chief Petty Officers, and Leading Petty Officers should be required to participate in diversity training. [Ref.208]

F. LIMITATIONS TO IMPLEMENTING A DIVERSITY STRATEGY

Diversity training presents challenges to implementation. Most of these challenges are typical of any type of training program. However, diversity training does present its own unique limitations and challenges for the Navy [Ref.209]. Diversity training programs occasionally come under attack as "sensitivity training"

that exacerbates tensions in the workplace and places blame on certain groups. Forced participation, anger, invasion of privacy, shaming, and scapegoating create a backlash against diversity training. Of particular concern for the Navy is the prevention of targeting, maligning, and over-exposing White men during diversity training. [Ref.210]

Time is the number-one barrier to diversity training in the Navy. The stresses of a full workload, downsizing, and competing resources will make it difficult to keep diversity training in the forefront in the Navy. Diversity training requires additional funding in training department budgets, or the redirection of funding from other training initiatives. Cost can be a valid barrier or it may also be used as a smoke screen to hide "other" barriers that Navy leadership, management, and personnel have toward diversity training. [Ref.211]

Resistance to change from Navy personnel is another potential barrier to diversity training. Resistance usually results from the baggage of prejudices and biases people bring to the workplace.

Diversity training is likely to face some confusion, disorder, approval, reverence, bewilderment, and even hostility [Ref.212]. The Navy must take precautions to minimize the risks often associated with diversity training. The best approach is to establish specific plan and milestones for the training, set clear ground rules dealing with the training session, and to establish confidentiality agreements

within the training group. On the other hand, it should be kept in mind that backlash can be considered an indication that change is occurring. Recognizing that backlash exists, by addressing it up front, provides trainees with the opportunity to voice their concerns and address their objections to diversity. The best way to prevent the negative effects of backlash is to make the training model explicitly "inclusive." Nobody likes to be told that they are the problem. Another alternative to deal with backlash is to provide employee support networks to trainees. Networks are a reality check and a forum for talking about issues and concerns in the organization. [Ref.213]

The following is a list of mistakes DoN trainers and facilitators should avoid during diversity training that may result in negative consequences and limit training effectiveness [Ref.214]:

- Trainers use their own psychological values as training templates or interject their own political agendas during training.
- Length and frequency of training is too brief or long.
- Trainees are forced to reveal private feelings and are subjected to uncomfortable exercises.
- Individual styles are not respected.
- Training does not distinguish among diversity, EEO, affirmative action, and cross-cultural management.

Careful planning and consideration are required for diversity training. When developing strategies for diversity training, recognizing challenges, barriers, and

limitations will assist in minimizing problems and maximizing training effectiveness.

G. EVALUATION OF A MANAGING DIVERSITY PROGRAM

Evaluation is essential throughout the design and delivery of diversity training to ensure that the training is on target in meeting the Navy's training goals. Evaluation following the training helps to determine whether attitudinal or behavioral change has occurred and how organizational goals have been affected. If the Navy establishes accountability and provides resources necessary to conduct a training evaluation, multiple outcomes can be measured. Evaluating the effectiveness of the diversity training is a difficult task. However, with clear objectives, the evaluation process can be less difficult.

In fact, diversity training may be one of the few areas of management or "soft skill" training that lends itself to the measurement of all four levels of criteria used to evaluate training outcomes recommended by D. L. Kirkpatrick: reaction, learning, behavioral, and results. [Ref.215]

First, reaction to the training can be measured by surveys, questionnaires, or written course evaluations to measure impressions and feelings about the training. Second, the learning that took place can be evaluated by giving an exam, for example. Collectively, reaction and learning criteria are called "internal," because they refer to the training program itself. Third, actual behavior change resulting from diversity training can be measured if objectives are stated as behavioral criteria. Kirkpatrick

also states that scores on learning criteria and on behavioral criteria do not always correspond to the training received. Individuals may not be able to transfer their new diversity training knowledge or skills back to the job, which is common with training programs aimed a changing attitudes and feelings. Finally, results of the training measure the ultimate value of the training program to the organization. Organizations measure the success and effectiveness of diversity training by evaluating their hiring and retention, promotion, turnover of women and minorities, and employee representation statistics. Longitudinal measures can be obtained through attitudinal survey data. [Ref.216]

There are five key areas where the Navy is most likely to measure return on investment: personal effectiveness, based on anecdotal descriptions and years of research by the organization; social and demographic changes, based on a more diverse culture from which the Navy is recruiting; fairness and equity, or individuals and groups feeling they have been treated unfairly or inequitably; litigation avoidance, or fewer discrimination complaints; and productivity, or quantity and quality of productivity from the department or division. This last measure, of course, is difficult to attribute to any one variable such as diversity training. [Ref.217]

Navy management must commit to sharing accountability for the results of training, because they are responsible for the supervisory support and reward systems of their subordinates. Managers can use these systems to enhance the transfer of

diversity training to on-the-job behavior. [Ref.218]

Evaluating the impact and effectiveness of diversity initiatives and training is a challenging task at best. Avoidance of measuring the effectiveness of diversity training by some organizations is due to the many variables affecting productivity that show a direct cause-effect relationship. Clearly identified objectives, goals, and strategies will make the task easier. [Ref.219]

H. SUMMARY

The core culture of the Navy must be examined. Currently, the cultural roots of the Navy will not allow for the necessary corrective action to implement a diversity training program. The Navy's values and beliefs system, mentoring program, promotion and assignment system, and awards and recognition process must be examined. The culture should be examined by conducting a "culture audit." The audit should be commissioned by Pers-61, Director, Equal Opportunity Division, and performed by an outside independent diversity management consultant. Changing the systems and modifying the core culture of the Navy are necessary. Long-term change will require a long-term process.

The key elements for developing an effective diversity training program are summarized as follows:

- Create a supportive infrastructure to support and drive change through the organization.

- Provide a clear and strong communication concerning the purpose of the training.
- Create "inclusive" programs by keeping definitions of diversity broad.
- Tailor diversity programs to be flexible and internal to the organization's needs.
- Conduct train-the-trainer courses to create change agents within the organization.
- Require senior management to attend the training first.
- Train all employees on diversity.
- Train units such as divisions and departments together.
- Instill trust and confidentiality among the trainees and trainer.
- Ensure diverse attendance in the training.
- Establish a apecific plan and milestones for the training.
- Ensure follow-up to the training.
- Create accountability by incorporating diversity objectives into the organization's objectives, goals, and strategies.

Every organization is unique. Therefore, each organization must carefully develop and implement its own diversity program. The environment in which the Navy is operating is constantly changing; and diversity initiatives must be responsive to the dynamics of this changing environment. The Navy must tailor its diversity strategy to be in the best interests of the organization by indicating that diversity training and management is, indeed, an opportunity for the Navy. Diversity

management is an opportunity to incorporate long-term systemtic change. These opportunities will clearly help the Navy to improve its productivity, unit effectiveness, readiness, and cohesion.

VII. CONCLUSIONS AND RECOMMENDATIONS

A. CONCLUSIONS

The US population and the nation's workforce are undergoing a dramatic change with respect to diversity. Diversity management has thus become a strategy many organizations are using to ensure that they maintain a competitive edge and can survive economically. The changing demographics of the United States also have implications for the Navy, which will recruit its personnel from an increasingly diverse population.

The Navy has committed to increasing its minority representation with traditional programs, such as affirmative action, as well as its own program, called the "12-12-5 initiative" But the Navy has not met its goals with these programs. Consequently, the purpose of this thesis is to propose a different approach for achieving and managing diversity in the Navy.

The Navy is continually faced with budgetary constraints and force reductions. Navy personnel are the only flexible resource, with respect to the contribution each person provides in the organization. Everyone must be a participant and a contributor. The organization cannot afford to ignore anyone's capabilities. Effectively managing diversity will improve unit cohesion, effectiveness, and readiness.

Diversity management is evolving and is not a passing fad. It is more likely to develop into a more integrated strategy than is incorporated into traditionally established training programs.

B. RECOMMENDATIONS

The best way to effectively implement a complete diversity management program is through a "total systems change" approach. The goal of a total systems change effort is to create a heterogeneous culture and working environment where everyone is treated with respect and valued. Total systems change is a long-term process used to create organizational change. This is accomplished by focusing on the organization in its entirety, the individual, interpersonal relationships, and the organization's systems, policies, and practices.

1. Implement Total Systems Change

Total systems change management requires consideration of the entire organization--to change the Navy's systems, policies, practices, and core culture, along with changing the individual--to promote the Navy's diversity goals. The CNO should task CNP with the overall responsibility of developing and implementing a total systems change to diversity management. Pers-6 should be responsible for evaluating the Navy's culture and systems, and CNET should be responsible for developing specific diversity education and training programs.

2. Build a Diversity Management Strategy

The Navy's management strategy must be flexible and initiate a change process over time. The diversity management strategy must have clearly defined objectives, goals, and strategies to create accountability by incorporating diversity objectives into the Navy's vision and mission. The strategy must also create a supportive infrastructure to support and drive change throughout the Navy. Support from senior leadership and commitment from the Chief of Naval Operations and the Commandant of the Marine Corps are critical for this strategy to be successful. The Navy will also require outside assistance from diversity management practitioners to develop the strategy. These practitioners should possess certain characteristics such as expertise, reputation, personal characteristics, and, most importantly, "fit" with the Navy.

3. Develop a Training Program

A needs assessment is critical to identifying particular diversity needs within the context of the Navy's goals. Pers-61 should be tasked with conducting a needs assessment and a cultural audit for the entire organization. Once this is accomplished, development and implementation of the training can be conducted.

The Navy's objectives will be derived from the needs assessment. The objectives must be directly linked to the Navy's objectives of increasing unit cohesion, effectiveness, and readiness.

An "inclusive" training model is recommended for the Navy's diversity training, because it defines, in the broadest sense, all of the characteristics that make people different. The model moves an individual through four levels of "unconsciously incompetent," "consciously incompetent," "unconsciously competent," and "consciously competent." Awareness and skills-based training are the primary means for accomplishing each level of the model.

The content of the Navy's diversity training should include: race, gender, stereotypes, ethnicity, and the Navy's objectives. Responsibility for implementing the training should belong to Navy management; and, ultimately, everyone should receive training. The Navy should use various tools--such as videos, case studies, lectures, games, role play, and handouts--to conduct the training.

4. Implementation of Training

The Navy will need diversity practitioners to train the senior leadership initially, and then to train designated trainers for the Navy. Pers-6 and CNET should be responsible for implementing the training in the fleet. Within the Navy, individuals have the responsibility of being trainers. The Navy should tap the resources from already-established programs such as CMEO, and utilize members from the CAT and CTT to conduct training.

Again, the ideal is to train the entire Navy. The training must be tailored according to the roles and responsibilities of the trainee. Awareness-based training

should be mandated for everyone. Skills-based training should be mandated for Navy management.

5. Evaluation of a Diversity Management Program

It is recommended that the Navy evaluate its training program to determine whether attitudinal and behavioral change is occurring. Evaluating the training gives credence to the program, and to the trainers as well.

C. POTENTIAL AREAS FOR FURTHER RESEARCH

Diversity management and total systems change is a relatively new approach to managing diversity. There is opportunity to further explore the development of this long-term management approach, and to address its effectiveness in actually creating sustainable organizational change that enhances accomplishment of the Navy's missions. Analysis of this impact of strategies implemented in the Navy should be undertaken.

Most of the documented research and practice of diversity management has been in the private sector. Development of different approaches may be necessary for public versus private organizations.

Finally, since diversity management is a new concept, limited information is available on strategies and effectiveness. Specific information from practitioners on their diversity management approaches, and how they implemented their approach in organizations, would be helpful in evaluating this approach. Also, specific

information from organizations that are implementing diversity management strategies, especially with respect to successes and failures, would assist the Navy in developing and implementing its own diversity management program.

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